

**A META-ANALYSIS OF
SIX WASHINGTON STATE
RESTORATIVE JUSTICE PROJECTS
Accomplishments and Outcomes
[Including Recidivism Follow-up Study]
July 2000-June 2001**

**CONDUCTED BY
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EXECUTIVE SUMMARY

Background

Like many other states who are investing resources in the balanced and restorative justice approach to juvenile crime¹, in 1997 Washington State began funding projects (through federal funding awarded by the Governor's Juvenile Justice Advisory Committee) that encompassed restorative justice concepts and principles, such as victim-offender mediation, victim impact panels, and community accountability boards. These "restorative justice" projects are working to: prevent juvenile delinquency and strengthen community bonds, give youth opportunities to atone for their offenses, give victims a meaningful way to participate in the juvenile justice process, protect the community, and ensure that youth have the skills they need to function as full and welcome members of their communities.

The seven original grant projects operated as singular programs, providing services to a limited number of youth in the justice system, and to victims impacted by crime. However, in 1999 the Governor's Juvenile Justice Advisory Committee² (GJJAC) decided to ask the question: ***"To what degree are these projects impacting how whole communities and justice agencies are dealing with juvenile crime, and to what degree are they effective?"***

An initial review by the evaluator (Cambie Group International) in 1999 of the existing restorative justice projects within six counties³ that were receiving federal Title II Formula Grants Program funding from the GJJAC, indicated that projects were not fully integrated into the system of juvenile justice in their county, nor were they operating as integrated services and activities within a comprehensive community strategy based on the BARJ principles (Umbreit and Bazemore, 1998). In late 1999, meetings of project directors, local evaluators and state juvenile justice representatives led to the development of a systemic framework for conceptualizing restorative justice programs and activities within a comprehensive community model and to the implementation of a cross-site comprehensive evaluation strategy.

The accomplishments of these seven projects⁴ (located within six counties) during the July 1999-June 2000 time period were included in the report by Cambie Group International, Inc.: *Development of a Systemic Model For Evaluation of Community and Restorative Justice Initiatives: Using This Model For Cross-Site Evaluation of Seven GJJAC-Funded Projects*, November 2000. The Kittitas "Victim-Offender Mediation" project ceased participation in the cross-site evaluation due to the ending of three years of federal grant funding by the GJJAC, but the remaining six projects continued to operate and participate in the evaluation. The activities and accomplishments of these six projects are summarized in this report, as part of a meta-review of the extent to which "community restorative justice" has been implemented in selective counties in Washington State.

In addition, a recidivism study was conducted using a sample of 99 juvenile offenders who had received restorative interventions, versus a comparison group of 90 juveniles on standard probation

¹ The Balanced and Restorative Justice approach, or "BARJ," began as a national initiative of the federal Office of Juvenile Justice & Delinquency Prevention (OJJDP) in 1993; the major components of the BARJ framework for balanced and restorative justice are: accountability, competency development, and community safety.

² The GJJAC provides policy direction and is responsible for administering the federal OJJDP Title II Formula Grants Program funding to the state of Washington, as well as other funding sources/programs.

³ Clark, King, Kitsap, Kittitas, Spokane, and Whatcom.

⁴ The seven Washington State restorative justice projects include the: Kittitas County Victim Offender Mediation (VOM) Project, Spokane County VOMP Project, Kitsap County Restorative Justice Project, Clark County Restorative Justice Project, King County Victim Inclusion Project, Whatcom County Victim Restoration Project, and Whatcom County Community Justice Project.

supervision who were not receiving restorative services. The results of this study are also included in this report.

The Six Community and Restorative Justice Projects:

1. *The Whatcom County Victim Restoration Program (\$79,980)*

Sponsor: Whatcom County Juvenile Probation

The **Whatcom Victim Restoration Project** provides services to victims of juvenile crime from the point of first filing of the event in juvenile court. Victims are sent information on court proceedings and asked to complete a victim impact statement (detailing harms suffered and any restitution requested.) Victims are also informed that they may appear at court hearings, and are provided assistance getting to court if they so wish. The Victim Restoration Project Coordinator makes sure that all victim's concerns and wishes are "made known" to the prosecuting attorney, defense attorney and to the juvenile court commissioner. Sentencing hearings may be postponed if a victim has requested to be present and was either unable to attend or wasn't notified of a change in dates. A comprehensive database is maintained on each case, the nature of the case, services provided to victims, and restitution ordered. Victims may be referred to the Community Justice Building Project for victim-offender mediation should they wish to have contact with the youth who harmed them. An additional component of this program is the provision of Victim Impact Panels. Victims are invited to speak to a group of youth who have been involved in various kinds of shoplifting and minor property offenses. Youth may be referred from diversion or probation. Typically groups of youth are small (6-8 individuals) and dialogue emerges between the presenters and youth about what it feels like to be the victim of an act of vandalism or theft (or some other such crime), as well as what financial and emotional costs are incurred.

2. *The Whatcom Community Justice Building Project (\$40,000)*

Sponsor/Partners: Whatcom County Juvenile Probation & Whatcom Dispute Resolution Center

The **Whatcom Community Justice Building Project** seeks to increase community awareness about juvenile crime and to educate them on the principles and practices of restorative justice. In particular different sectors of the community from school personnel, merchants, neighborhood watch groups, parents and youth are encouraged to engage in conflict resolution practices at early signs of youth conflict or problem behaviors so as to forestall escalation to greater violence or acts of delinquency. The Whatcom Community Justice Building Project also provides victim-offender and family mediation services to youth referred from the County Juvenile Services Department and from the local high school and middle schools.

3. *The Spokane Victim-Offender Mediation Program (\$80,000)*

Sponsor/Partners: Inland Mediation Center, Spokane County Juvenile Court, Prosecutor, Public Defender and School District No.81

The **Spokane Victim-Offender Mediation Program** primarily focuses on the provision of mediation services to juvenile offenders and their victims. Referrals are made from the Prosecuting Attorney's Office (typically diversion cases or cases that have been declined for filing), from Juvenile Probation Services, or from the Victim Services office. In addition to serving the courts, the program accepts referrals from the local school district and engages in conflict mediations in the school. Presentations on conflict resolution and restorative justice are made to various school sites as well as to local community groups. The Spokane Victim-Offender Mediation Program is a partner in a restorative justice planning process coordinated by the Spokane County Juvenile Services Department. Juvenile

Services Department personnel have participated in training sessions on restorative justice, and have attempted to integrate these principles into their judicial processes for dealing with juvenile offenders.

4. *The Kitsap Restorative Justice Project (\$79,989)*

Sponsor/Partners: Dispute Resolution Center of Kitsap County, Kitsap County Juvenile Court, and Kitsap Community Resources

The **Kitsap Restorative Justice Project** seeks to implement a comprehensive restorative justice strategy which includes formation of a restorative justice planning committee, development of a county-wide mission, and implementation of specific strategies and activities that seek to educate/involve the community in administration of justice, while providing restorative services to victims and competency development and accountability requirements for juvenile offenders. Specific services/activities include 1) information presentations to community resident groups, schools and stakeholders in the justice system, 2) restorative intervention with a small group of juvenile offenders (up to 40 individuals) on probation supervision, 3) vocational readiness training for a group of referred juveniles (up to 25 youth), 4) operation of a merchant accountability board for diversion youth, and 5) provision of victim-offender mediation at the request of juvenile court or schools.

5. *The Victim Inclusion Project (\$76,000)*

Sponsor/Partners: King County Superior Court

The **King County Victim Inclusion Project** seeks to provide information and outreach support to victims of juvenile crime (following adjudication of a case) in addition to offering their participation in victim offender mediation. Additionally, the program provides funds to the Juvenile Services Department for provision of contracted victim-offender mediation. Only cases involving minor property offenses are referred for possible mediation (subject to victim and juvenile willingness to participate in mediation). Victim impact panels are also conducted, available to groups of 15-25 diversion youth.

6. *Clark County Restorative Justice (\$76,000)*

Sponsor/Partners: Clark County Juvenile Court and Community Mediation Services (CMS)

The **Clark County Restorative Justice Project** seeks to institutionalize restorative practices into every branch of the justice system, in addition to involving the community in decisions about how the community can best be served. Educational presentations to justice system providers, school system personnel, law enforcement officers, business owners and managers, and social service workers not only teach about the fundamentals of restorative principles, but also encourage these service providers to think about their practices in terms of whether or not they are “restorative.” Probation officers and diversion case managers are encouraged to refer juveniles for victim-offender mediation. In cases where youth are not appropriate for mediation, or the victim declines to participate, youth are mandated to participated in a four-session victim awareness/problem-solving class (called “I.C.E.”).

Findings From the Cross-Site Review:

Attachment A contains a meta-analysis data matrix presenting summary data from each of the six project sites, utilizing the cross-site evaluation framework. More comprehensive information is available in individual site evaluation reports (available from the Governor's Juvenile Justice Committee).

The cross-site evaluation study findings indicate considerable progress was achieved among the six community justice projects operating in five counties over the past two to three years – both in terms of developing the organizational capacity to implement policies, procedures and practices that are restorative; and in terms of accomplishments and outcomes. These accomplishments are summarized below:

- The restorative justice projects within Clark County⁵ and Whatcom County evolved well over the past two years, and **are currently delivering or supporting a fully comprehensive and integrated community justice model** within their county. Specifically, a group of institutional and community partners have:
 - Articulated a county-wide and systemic community/restorative justice vision and goals.
 - Developed a county-wide and systemic strategic plan of implementation (i.e., components are all defined as “community justice actions” and linked in a coordinated plan of delivery).
 - Established a collaboration between the justice system and various sectors of the community.
 - Established strong leadership and commitment from a few key individuals to the principles & practices of community/restorative justice.
 - Devoted equal attention and resources (comprehensive array of CJ practices) to the five components of the Washington State Community Justice Model (victim restoration, offender accountability; offender competency development, justice system reform, and community education/involvement).
- Kitsap County offers a comprehensive ‘community justice’ program, but it is not fully integrated across the justice system and the community service providers. The other two projects (in Spokane and King counties) did not evolve into fully comprehensive strategies within their counties, but successfully operated and provided services in singular program components of restorative justice practices.
- All projects in the five counties have **educated members of the juvenile justice system** about the principles and practices of community justice. Formal presentations have occurred in all counties to approximately 300 individuals, including judges, prosecuting attorneys, public defenders, probation counselors, etc. These formal presentations have generally being combined with informal discussion between providers of social services and various members of the justice system.
- All projects, except for the King County Victim Inclusion Project, were engaged (at some level) in **educating the community** about the concepts of community and restorative justice; seeking to encourage/facilitate their involvement in the justice system. It is estimated that at least 4,738 individuals, in at these four counties (Clark, Kitsap, Spokane, and Whatcom) over the past two years, have participated in presentations, educational seminars, and meetings on concepts and practices of restorative justice. Many of these individuals (approximately 200-300) have become actively involved as volunteer mediators, mentors of youth in community work service projects, participants on Accountability Boards, etc.

⁵ Clark County emphasizes the importance of building community and justice system readiness for supporting this type of systemic model. Not only did the Administrator of Juvenile Court Services play an important ambassador role in educating key stakeholders on how to implement restorative justice, but many other key stakeholders in the justice system became committed, working diligently to “sell the concept” and “show” how it could be done. More specific information on the community development process of the Clark County Restorative Justice Project is provided in local evaluation reports, conducted by Merit Research Corp., Suzy McCausland, Ph.D., Principal Researcher.

- All five counties offered **victim-offender mediation services** for victims and offenders, although the King County Victim Inclusion Project made very limited use of this resource. Two hundred and ninety-one (291) offenders and victims were involved in mediation, with more than 95 percent reaching agreement or resolution. Victim-offender mediation is viewed as a community justice practice that helps to compensate/restore victims, while also ensuring offender accountability to the victim and to the community.
- A total of 758 victims, in these five counties, were provided outreach, support or mediation services to help them deal with the psychological, economic and social harm which they incurred. The strongest **programs for victims of juvenile crime** occurred in two counties—King and Whatcom.
 - **Court support and outreach services** were offered to all victims of juvenile crime in Whatcom County from the point of first filing in court, while in King County follow-up support was offered to victims of crime after the case was adjudicated.
 - In Whatcom County over the past three years, **letters of support** and information were sent out to 1,381 victims of juvenile crime, with 301 victims returning letters of “victim impact,” asking for restitution totaling more than \$1,142,690. In addition to **advocating for restitution in court**, the victim services’ coordinator obtained letters of apology, provided information on the status of a case, and assisted victims who wished to attend sentencing hearings or to otherwise speak to the court about the harms they have suffered.
 - In addition, both Whatcom and King County offered victims the opportunity to participate as speakers on a **victim impact panel**.
 - The other projects in Clark, Spokane, and Kitsap County sought to support victims of crime through **participation in victim-offender mediation**.
- All projects sought **accountability for the juvenile offenders** in their jurisdiction but they varied considerably in the number of offenders they were able to serve. The coordinated Whatcom Projects (the Victim Restoration and Community Justice Projects together) targeted the largest number of youth (n= 620) through their victim impact panels, conflict handling classes, and mediation services. Clark County also targeted a large number of youth (n=300) through its mediation program and I.C.E. (victim awareness) class. Kitsap County served a large number of youth (n=264) through its Merchant Accountability Board and through mediation services. Finally, Spokane County reached 145 juvenile offenders through its mediation and alternative restorative services. King County reached 85 offenders in the past year through its victim impact panels.
- A total of 1,414 **juvenile offenders**, in these five counties over a two-year period, were exposed to **restorative values, accountability sanctions, and programmatic activity**. The types of sanctions and activities included the following:
 - 291 offenders participated in *victim-offender mediation*
 - 502 attended *victim impact panels*
 - 153 appeared before a *merchant accountability board*;
 - 53 received *restorative probation case supervision*,
 - 146 attended the I.C.E. *victim awareness class*
 - 182 attended a *conflict handling and victim awareness class*
 - 87 participated in miscellaneous *restorative alternatives*, including *restorative community service*

- Three projects were delivering **competency development activities** as a part of their community justice model: a) a vocational training/preparation program for 20 youth in Kitsap County, b) a problem-solving and victim awareness class for 153 youth in Clark County and, c) conflict handling workshops for 939 youth (182 offenders and 757 students in several middle and high schools) in Whatcom County.
- All projects showed evidence that **members of the justice system** were becoming knowledgeable about, and committed to, the *principles of community justice*.
- All projects showed evidence of **community agency and school personnel** becoming knowledgeable about, and committed to, the *principles of community justice*.
- **Offenders** who participated in mediation, and/or victim impact panels, expressed **new attitudes of understanding**, remorse for harming the victim, and a desire not to do it again.
- **Victim impact panels**, that are small and facilitate dialogue between youth and people who have been victimized by crime, appeared to increase both offender empathy toward victims, while also promoting a greater sense of offender accountability and appreciation for the consequences of delinquent and other harmful behaviors.
- **Victims**, who participated in mediation, **expressed satisfaction with the process**, with having met the offender, with having the opportunity to talk about how he/she has been harmed, with coming to an agreement for restitution, with getting an apology from the offender, and with having their fear of being re-victimized reduced.
- Youth who participated in **conflict handling or conflict resolution training** appeared to have changed attitudes and new skills to prevent conflict/crime with other peers, family and school authority figures.

Findings from the Recidivism Study:

- Results of the Restorative Justice Recidivism Study **suggest that post-adjudicated probation youth who received restorative justice interventions were less likely to recidivate** in a one to two year follow-up period (mean 16.5 months) than a comparable group of juvenile offenders on standard probation.
- The **two groups of youth** were *substantially similar* in terms of gender, prior history of offenses, past history of aggression, and school status and performance, *but different in terms of age and ethnicity*. The evaluator found that the Intervention and Comparison groups would appear to be comparable on most of the key variables that predict recidivism, with the exception of ethnicity and age—the Comparison Group youth were slightly older (14.4 years vs. 15.1 years), and were more likely to be a minority youth than those youth in the Intervention Group. The evaluator has noted that the degree to which non-comparability on these variables would influence outcomes cannot be determined. The two groups were *statistically different* in terms of the proportion of minority youth and in terms of offense type—there was a higher proportion of assault charges in the Comparison group, and fewer malicious mischief and theft charges than in the Intervention Group).⁶

⁶ The Evaluation Researcher is unaware of research that indicates ethnicity and age (independent of offense history) is a critical factor related to recidivism outcome.

- The **Intervention_Group youth** received **significantly different interventions/services** than were received by the Comparison Group youth. They participated in victim-offender mediation, victim awareness classes, and other restorative alternatives (such as writing a letter of apology, writing an essay, and performing personal services for victims they have harmed). The Comparison Group youth were likely to receive counseling, anger management, drug and alcohol treatment, and educational supports.
- **Intervention Group youth** were significantly more likely than the Comparison Group youth to be ordered **to pay restitution** ($p < .001$), and **to mostly or completely pay their restitution** orders ($p < .000$). Average amount paid was higher for the Intervention Group than for the Comparison Group.
- Significantly fewer of the Intervention Group youth than the Comparison Group youth had new offenses during the follow-up period (17% versus 48%). The mean **number of new offenses was significantly less for the Intervention Group** youth versus the Comparison Group youth (.29 versus .93).

Conclusions

Meta-analysis of findings from each of the individual site evaluation studies, plus the results of the recidivism study, suggest that restorative interventions, implemented within a community and restorative justice system, have tremendous value, providing both immediate benefit to victims of crime and to the community, as well as benefit in positive changes in offender attitudes and behavior. Evaluation data suggests that juvenile offenders:

- Acquire a greater understanding of the harm they have done,
- Acquire feelings of empathy towards the people or organizations they have harmed, and
- Are less likely to engage in future delinquent and criminal behavior.

These results are consistent with the literature, which shows that offenders and victims derive satisfaction and benefit from participation in such restorative activities as victim offender mediation.

However, while data indicates that these restorative interventions have benefited the individuals who have participated in them, most of the programs struggled with “*getting offenders and victims to consider using these options.*” These programs also struggled with resistance from various members within sectors of the justice system, including judges, prosecuting attorneys, defense attorneys, probation officers, etc. In some counties, resistance came from the victims’ rights advocates, who felt restorative programs such as victim offender mediation, might disadvantage their clients. In other counties, private defense attorneys and public defenders resisted restorative interventions as creating harsher sanctions than the standard sentence of probation and community service work.

In addition, the citizenry of a community are not always ready for restorative justice, especially a populace that is strongly in favor of punishment and incarceration. For a community and a justice system to successfully implement restorative justice, they need to be “ready,” with “believers,” and leaders willing to develop the programmatic resources and to advocate for changes in the policies, procedures and practices of the justice system. For example, judges, prosecutors and defense attorneys must be accepting and encouraging of victims in the courtroom. Judges must be willing to consider the restitution agreements that arise out of mediation. Probation officers must be willing to find meaningful community service work for probationers that restores the harm they have done and rebuilds relationships between the juvenile and the adult community (e.g., repairing a damaged golf course, repainting a wall of graffiti with a beautiful mural).

In conclusion, cross-site evaluation study findings show that not only have restorative interventions had tremendous value and immediate benefit to both juvenile offenders and victims, they have appeared to impact and reduce re-offense rates for these youth. The successes of these restorative justice projects, and the implementation of a fully comprehensive and integrated community justice model within two counties (Clark and Whatcom), are notable accomplishments. While the study also has shown that it is a challenge and oftentimes difficult to develop a comprehensive community justice system within a county, there has been considerable progress made over the past two to three years among the six restorative justice projects within the five counties—both in terms of developing the organizational capacity to implement policies, procedures and practices that are restorative; and in terms of accomplishments and outcomes.

Hence, it is recommended, and should be considered, that restorative justice interventions and programs be considered for replication in other areas of our state—within communities that have demonstrated a strong willingness and interest in developing a collaborative community-based and restorative response to juvenile delinquency and crime.

TABLE OF CONTENTS

EXECUTIVE SUMMARY

TABLE OF CONTENTS

1.0	BACKGROUND.....	1
2.0	DESCRIPTION OF THE SIX DEMONSTRATION PILOT PROJECTS.....	2
3.0	THE WASHINGTON STATE COMMUNITY JUSTICE SYSTEMIC MODEL	
3.1	The Principles of Community Restorative Justice	3
3.2	The Strategies of Community Justice	4
3.3	Involvement of the Justice System and Other Stakeholders	8
3.4	Desired Outcomes of Community Juvenile Justice.....	12
4.0	THE INDIVIDUAL PROJECT ACCOMPLISHMENTS	15
5.0	OUTCOME EFFECTIVENESS	
5.1	Background Literature on Effectiveness of Restorative Justice Programs	17
5.2	Immediate Outcomes of the Washington State Projects	18
5.3	Recidivism Study	21
6.0	CONCLUSIONS AND NEXT DIRECTIONS	28
	ATTACHMENT A:	31
	Summary Matrix of Accomplishments and Outcomes for the Seven Community and Restorative Justice Projects	

1.0 BACKGROUND

Like many other states interested in restorative justice concepts, Washington State began funding small restorative justice projects such as victim-offender mediation, victim impact panels, and community accountability boards. These projects operated as simple programs providing services to a limited number of youth in the justice system and to victims impacted by crime. However in 1999, the Governor's Juvenile Justice Advisory Committee ⁷ (GJJAC) decided to ask the question: To what degree were these projects affecting a change in how whole communities and justice agencies were dealing with juvenile crime and to what degree were they effective?

An initial review of the seven restorative justice projects operating in six counties⁸, indicated projects that were not well integrated into the system of juvenile justice in their county, nor were they operating as integrated services and activities within a comprehensive community strategy based on the BARJ principles (Umbreit and Bazemore, 1998). In late 1999, meetings of project directors, local evaluators and state juvenile justice representatives led to the development of a systemic framework for conceptualizing restorative justice programs and activities within a community comprehensive model and to the implementation of a cross-site comprehensive evaluation strategy.

Despite limited funding and often lack of support from various sectors of the justice system, the seven project directors and their collaborators attempted to expand their restorative justice projects into more systemic community justice initiatives that would have more far-reaching implications for juveniles, victims and the community residents than had hereto happened. Several technical assistance workshops and other consultations were provided to the individual projects and their collaborators to help them address issues of resistance in their county and to engage in strategic planning of a full range of restorative reforms and activities in their juvenile justice system. Several of the counties implemented one and two day training workshops on restorative concepts for justice system and social service stakeholders who have direct involvement with offenders and/or victims. Many of the projects began making presentations to the broader community about the concepts of restorative and community justice – neighborhood associations, merchant groups, service clubs, school teachers/administrators, university students, employee association, county and city government councils, police officers etc.

The accomplishments of these seven projects were reported in the report: "Development Of A Systemic Model For Evaluation Of Community And Restorative Justice Initiatives: Using This Model For Cross-Site Evaluation Of Seven GJJAC-Funded Projects (July 1999-June 2000). One of the projects, the Kittitas Victim Offender Mediation Program, was discontinued at the end of June 2000 due to the ending of their grant funding. The remaining six projects continued to operate. Their activities and accomplishments are summarized in this report, as part of a meta-review of the extent to which community restorative justice has been implemented in selective counties in Washington State.

In addition, a recidivism study was conducted using a sample of 99 juvenile offenders who had received restorative intervention versus a comparison group of 90 juveniles on standard probation supervision who were not receiving restorative services. The results of this study are reported in this document.

⁷ GJJAC is the advisory committee to the state juvenile justice agency responsible for the administration of federal OJJDP formula delinquency prevention and Title IV grant dollars.

⁸ The original seven Washington State projects include, The Kittitas County Victim Offender Mediation (VOM) Project, The Spokane County VOMP Project, The Kitsap County Restorative Justice Project, The Clark County Restorative Justice Project, The King County Victim Inclusion Project, The Whatcom County Victim Restoration Project, and The Whatcom County Community Justice Project.

2.0 DESCRIPTION OF THE SIX DEMONSTRATION PROJECTS

1. *The Whatcom Victim Restoration Program (\$79,980)*

Sponsor: Whatcom Juvenile Probation

The Whatcom Victim Restoration Project provides services to victims of juvenile crime from the point of first filing of the event in juvenile court. Victims are sent information on court proceedings and asked to complete a victim impact statement (detailing harms suffered and any restitution requested.) Victims are also informed that they may appear at court hearings, and are provided assistance getting to court if they so wish. The Victim Restoration Project Coordinator makes sure that all victim's concerns and wishes are "made known" to the prosecuting attorney, defense attorney and to the juvenile court commissioner. Sentencing hearings may be postponed if a victim has requested to be present and was either unable to attend or wasn't notified of a change in dates. A comprehensive data base is maintained on each case, the nature of the case, services provided to victim and restitution ordered. Victims may be referred to the Community Justice Building Project for victim-offender mediation should they wish to have contact with the youth who harmed them. An additional component of this program is the provision of Victim Impact Panels. Victims are invited to speak to a group of youth who have been involved in various kinds of shoplifting and minor property offenses. Youth may be referred from diversion or probation. Typically groups of youth are small (6-8 individuals) and dialogue emerges between the presenters and youth about what it feels like to be victim of an act of vandalism or theft (or some other such crime), as well as what financial and emotional costs are incurred.

2. *The Whatcom Community Justice Building Project (\$40,000)*

Sponsor/Partners: Whatcom County Juvenile Probation & Whatcom Dispute Resolution Center

The Whatcom Community Justice Building Project seeks to increase community awareness about juvenile crime and to educate them on the principles and practices of restorative justice. In particular different sectors of the community from school personnel, merchants, neighborhood watch groups, parents and youth are encouraged to engage in conflict resolution practices at early signs of youth conflict or problem behaviors so as to forestall escalation to greater violence or acts of delinquency. The Whatcom Justice Building Project also provides victim-offender and family mediation services to youth referred from the county Juvenile Services Department and from the local high school and middle schools.

3. *The Spokane Victim-Offender Mediation Program (\$80,000)*

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The Spokane Victim-Offender Mediation Program primarily focuses on the provision of mediation services to juvenile offenders and their victims. Referrals are made from the Prosecuting Attorney's Office (typically diversion cases or cases that have been declined for filing), from Juvenile Probation Services, or from the Victim Services office. In addition to serving the courts, the program accepts referrals from the local school district and engages in conflict mediations in the school. Presentations on conflict resolution and restorative justice are made to various school sites as well as to local community groups. The Spokane Victim-Offender Mediation Program is a partner in a restorative justice planning process coordinated by the Spokane County Juvenile Services Department. Juvenile services department personnel have participated in training sessions on restorative justice and have attempted to integrated these principles into their juvenile justice processes for dealing with a juvenile.

4. *The Kitsap Restorative Justice Project (\$79,989)*

Sponsor/Partners: Dispute Resolution Center of Kitsap County, Kitsap County Juvenile Services and Kitsap Community Resources

The Kitsap Restorative Justice Project seeks to implement a comprehensive restorative justice strategy that includes formation of a restorative justice planning committee, development of a county-wide mission, and implementation of specific strategies and activities that seek to educate/involve the community in administration of justice, while providing restorative services to victims and competency development and accountability requirements for juvenile offenders. Specific services/activities include, 1) information presentations to community resident groups, schools and stakeholders in the justice system, 2) restorative intervention with a small group of juvenile offenders (up to 40 individuals) on probation supervision, 3) vocational readiness training for a group of referred juveniles (up to 25 youth), 4) operation of a merchant accountability board for diversion youth, and, 5) provision of victim-offender mediation at the request of juvenile court or schools.

5. *The Victim Inclusion Project (\$76,000)*

Sponsor/Partners: King County Superior Court

The King County Victim Inclusion Project seeks to provide information and outreach support to victims of juvenile crime (following adjudication of a case) in addition to offering their participation in victim offender mediation. Additionally, the program provides funds to the juvenile services department for provision of contracted victim-offender mediation. Only cases involving minor property offenses are referred for possible mediation (subject to victim and juvenile willingness to participate in mediation) Victim impact panels are also operated, available to groups of 15-25 diversion youth.

6. *Clark County Restorative Justice (\$76,000)*

Sponsor/Partners: Clark County Juvenile Court and Community Mediation Services (CMS)

The Clark County Restorative Justice Project seeks to institutionalize restorative practices into every branch of the justice system in addition to involving the community in decisions about how the community can be best served. Educational presentations to justice system providers, school system personnel, law enforcement officers, business owners and manager, and social service workers teach about the fundamentals of restorative principles but also encourage these service providers to think about their practices in terms of whether they are restorative or not. Probation officers and diversion case managers are encouraged to refer juveniles for victim-offender mediation. In cases where youth are not appropriate for mediation or the victim declines to participate, youth are mandated to participated in a 4- session victim-awareness/ problem solving class (called I.C.E.).

3.0 THE WASHINGTON STATE MODEL OF COMMUNITY JUSTICE: TAKING A SYSTEMIC VIEW OF RESTORATIVE JUSTICE

3.1 Principles of Community Restorative Justice

In Washington State, a systemic view of restorative justice was conceptualized in terms of a Community Justice paradigm (Clear & Karp, 2000⁹). **Community Justice** is not simply an intervention program or practice but a different paradigm for delivering our justice system – one based on a balanced attention to community safety, victim restoration, offender accountability to the victim, and offender rehabilitation. The term community justice is used here to represent the concepts and practices of restorative justice within the context of the “whole community”, and includes the education and mobilization of the community in efforts to prevent crime and maintain a sense of peace and safety. In this

⁹ Clear, Todd & Karp, David (2000) Toward the Ideal of Community Justice. National Institute of Justice Journal, October, 2000.

respect the notion of community justice is somewhat larger than the commonly used concept of restorative justice, and includes all sectors of the community (parents, merchants, civic organizations, and the neighborhood residents groups) as well as all institutional system providers (such as law enforcement, the courts, juvenile probation, legal defense, prosecuting attorney, the school system, social service organizations), which have a role in preventing and controlling the occurrence of juvenile crime and delinquency in a community. We support the adoption of the principles of restorative justice within a wider community context that broadens the application of these principles to many more programmatic activities than have hereto been identified as restorative justice.

In their recent OJJDP report on Balanced and Restorative Justice,¹⁰, Gordon Bazemore and Mark Umbreit, offer the following set of principles and values of restorative justice:

- *Crime is injury*
- *Crime hurts individuals, communities and juvenile offenders and creates an obligation to make things right*
- *All parties should be a part of the response to the crime, including the victim if he or she wishes, the community and the juvenile offender*
- *The victim's perspective is central to deciding how to repair harm caused by the crime*
- *Accountability for the juvenile offender means accepting responsibility and acting to repair the harm done.*
- *The community is responsible for the well-being of all its members, including both victim and offender*
- *All human beings have dignity and worth*
- *Restoration – repairing the harm and rebuilding relationships – is the primary goal of restorative justice*
- *Results are measured by how much repair was done rather than by how much punishment*
- *Crime control cannot be achieved without active involvement of the community*
- *The juvenile justice process is respectful of age, abilities, sexual orientation, family status and diverse cultures and backgrounds – whether racial, ethnic, geographic, religious, economic or other – and all are given equal protection and due process” (pg 5)*

Essentially “community justice” is a **way of thinking** about how we should respond to issues of public health and safety – one which requires community involvement and consensus, in collaboration with the justice system, in the decisions and strategies of responding to crime as well as for preventing crime. The ultimate goal of community justice is **community safety** “defined as when community members live in peace, harmony, and mutual respect and when citizens and community groups feel they personally can prevent and control crime”¹¹.

3.2 Strategies of Community Juvenile Justice

A Community Juvenile Justice System requires comprehensive and integrated strategies/ activities that seek to:

1. educate and mobilize the community to be involved in addressing juvenile crime (Community Education and Mobilization);
2. strengthen and/or reform justice system practices to be consistent with restorative justice principles (justice system strengthening and/or reforms);
3. reduce conditions and opportunity for crime (Crime Prevention Strategies);
4. ensure accountability for offenders (Offender Accountability);
5. repair harm to individuals and organizations (Victim Reparation Services); and

¹⁰ Bazemore, Gordon and Umbreit, Mark. (1998) Guide for Implementing the Balanced and Restorative Justice Model . Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice, Washington, D.C.

¹¹ *ibid*, pg 27

6. ameliorate underlying risk conditions and build positive competencies in juvenile offenders (Juvenile Offender Competency Development)

I. Education/Mobilization of the Community to Be Involved in Addressing Juvenile Crime (Community Education and Mobilization Strategies)

Community Mobilization is defined as all sectors of the community being **informed** and knowledgeable about juvenile crime and its causality and being **involved** at a personal, or professional level in addressing the causes and outcomes of juvenile delinquency and crime within their neighborhood, their organization or their community. Strategies/activities that promote community mobilization include:

- community educational presentations and forums to discuss juvenile crime issues and contributing factors;
- neighborhood organizing and empowerment through formation of neighborhood action groups or neighborhood blocks or neighborhood patrols etc;
- police-community problem solving committees which involve regular meeting of police and community residents to identify and address specific community problems; and
- mechanisms for citizen reporting of crime, which involve creating toll-free lines, contact numbers and rewards for citizen reporting of potential or actual crime occurrence.

II. Justice System Reform/Strengthening to be Consistent with Restorative Justice Principles (Justice System Strengthening and/or Reform Strategies)

Justice System Reform is defined as strengthening and/or changing, where necessary, how the justice system operates so that it engages in practices that are consistent with the principles and goals of restorative justice. This requires a process of “**questioning**”:

- why certain justice system practices are being followed, whether for purpose of punishment or accountability (e.g. do fines serve to punish or to compensate losses);
- whether the way the justice system operates is actually accomplishing the intended goals and objectives (e.g. how many restitution fines are actually paid) and;
- how the justice system can operate, in a manner that more strongly supports the principles and goals of community and restorative justice.

Strategies and activities to accomplish justice system reform include:

- a community justice advisory council, (or similarly named body) composed of representatives of all branches of the justice system and other sectors of the community; created to advise and provide direction on community justice matters;
- training/education to justice system practitioners on restorative justice principles, concepts and practices; and
- critical review of existing practices and change.

III. Crime Prevention Strategies

Crime prevention strategies are defined as those actions that seek to change or ameliorate the conditions that contribute to juvenile delinquency and crime; conditions within the individual, the family, the schools, the community and physical environment. Examples of crime prevention strategies and activities include:

- **Individual Risk** programs that seek to identify children/adolescents with learning difficulties, anger problems, poor impulse control, poor self-esteem and mental health problems; providing them with therapeutic support and intervention;
- **Family Strengthening** programs that seek to improve parenting practices and child supervision through educational and/or therapeutic programs that seek to reduce family

- violence and abuse, teach appropriate disciplinary techniques, improve family management and routines etc;
- **School Support** programs that seek to increase child bonding/sense of attachment to school, improve performance in school, reduce conflict and alienation, and improve student relationships with each other as well as with teachers and administration;
- **Community** programs that seek to reduce conditions of poverty, unemployment, lack of social services, housing deterioration, high community mobility and drug/gang activity that contributes to the sense of hopelessness and despair that reinforces juvenile alienation from pro-social norms. In addition community programs include positive social/recreational activities for children and youth in the community that promote development, recognition and social skills;
- **Physical Environmental** strategies that block the opportunity for crime such as locks, security systems, surveillance cameras, police patrols etc.

IV. Offender Accountability Strategies

Accountability strategies are defined as those actions that require or assist an offender to assume full responsibility for his/her behavior and to take actions to repair the harm done as a result of the delinquency or crime. This requires an offender to understand how his/her behavior has affected others, acknowledges that the behavior resulted from a choice that could have been made differently, recognizes that his/her behavior was harmful to someone or an organization, takes actions to repair the harm where possible, and makes changes to avoid engaging in such behavior in the future. Accountability strategies are not the same as punishment. Punishment is “done to” a juvenile; while accountability is a responsibility assumed by the juvenile. Strategies that provide for accountability include:

- **Community Responsibility-Taking** - which requires the offender to acknowledge how delinquency and crime impacts on the quality of life and sense of security of the whole community, and to take an action of responsibility to improve community conditions through engagement in community work service, community improvement or beautification projects and, and/or service to a needy group;
- **Victim Compensation** - which requires the offender to personally provide direct compensation for damages through such activities as through financial restitution; and/or personal services to victims;
- **Victim Recognition and Empathy** which requires offenders to listen to and acknowledge how his/her actions have impacted on/ harmed another person and to take actions such as making a victim apology attending a victim impact panel, participating in victim offender mediation or attending victim empathy classes.

V. Victim Reparation Strategies

Victim Reparation Strategies are defined as those activities and interventions that bring relief and compensation for victims from the stress and harm suffered in or as a result of the “act of crime”. These strategies might include:

- **Victim Counseling and Treatment** - to address the psychological trauma of crime and its associated effects.
- **Financial Compensation** - to provide compensation for the financial losses to the individual as a result of the crime.
- **Offender Personal Services** - to respond to specific immediate and long term needs of the individual which have occurred as a consequence of the crime, for example finding housing for the person who’s house was damaged or transportation for the person who car has been stolen or damaged or the disabled person who’s wheelchair has been stolen.
- **Victim Offender Mediation** - to address the victim’s need to confront the offender and to receive personal recognition, apology and amends from the person who has created the harm.

VI. *Youth Competency Development Strategies*

Youth Competency Development Strategies are defined as those activities and interventions that seek to develop increased positive and valued competencies in children and adolescents through changed attitudes, increased knowledge, new skills capability. Increased social and cognitive competencies have been proven to ameliorate the emergence of anti-social and delinquency behaviors. Youth competency development includes learning to problem solve and anticipate consequences of their actions. It includes learning how to resolve differences of opinion and/or conflicts among peers, with teachers and other authority figures, and with parents. Bazemore and Umbreit (1998, pg 19) argue that competency development in youth requires that:

- “*Youth be given a role in work, family and community that instills a sense of belonging, usefulness and control*
- *Youth have active roles that allow them to practice productive behavior*
- *Youth are given opportunities for cognitive learning and decision-through active, experiential and productive activity”.*

In addition, youth competency development should provide opportunity for youth to observe and have access to law-abiding role models in the community, and to have the opportunity to be “helpers” towards peers, younger children, the elder, and the less fortunate;

Competency development strategies and activities include:

- Vocational Skill Development Programs
- Employment Preparation And Job Search Programs
- Problem-Solving And Reasoning Development Programs
- Basic Literacy And Math Skill Development
- Writing Skills And Speaking Skills
- Computer Skill Development Programs
- Social Skill Development, Self-Concept And Leadership Development Programs
- Conflict Handling And Anger Management Training
- Personal Counseling And Mental Health Treatment
- Adult Mentoring And Social Development
- Positive Recreational And Social Activity
- Community Beautification And Conservation Projects
- Mentoring/Tutoring Of Younger Children

The Descriptive Framework of Community and Restorative Juvenile Justice Strategies (see figure 1) attempts to represent the broad array of strategies and activities that together, as a integrative and comprehensive systemic plan, seek to meet the goals and objectives of restorative and community justice. On the left hand side of this figure, are the boxes of community education/mobilization and program resources/capacity that together contribute to a community’s **readiness** (with sufficient capacity) to effectively deliver community and restorative justice. We also consider **community education and mobilization** among all sectors of the community – including service providers, the judiciary, juvenile probation, prosecutors, law enforcement, school officials, teachers and business owners – to be part of this strategy for developing community readiness and capacity to implement community and restorative justice. Through education and information, the community stakeholders develop the capability to implement other measures of accountability, victim support, offender competency development and improvement in public safety.

In the middle sections of this diagram are boxes representing other **program strategies and activities** that may be utilized in efforts to further the specific objective of community and restorative justice among victims and with offenders. These strategies and activities include 1) community crime

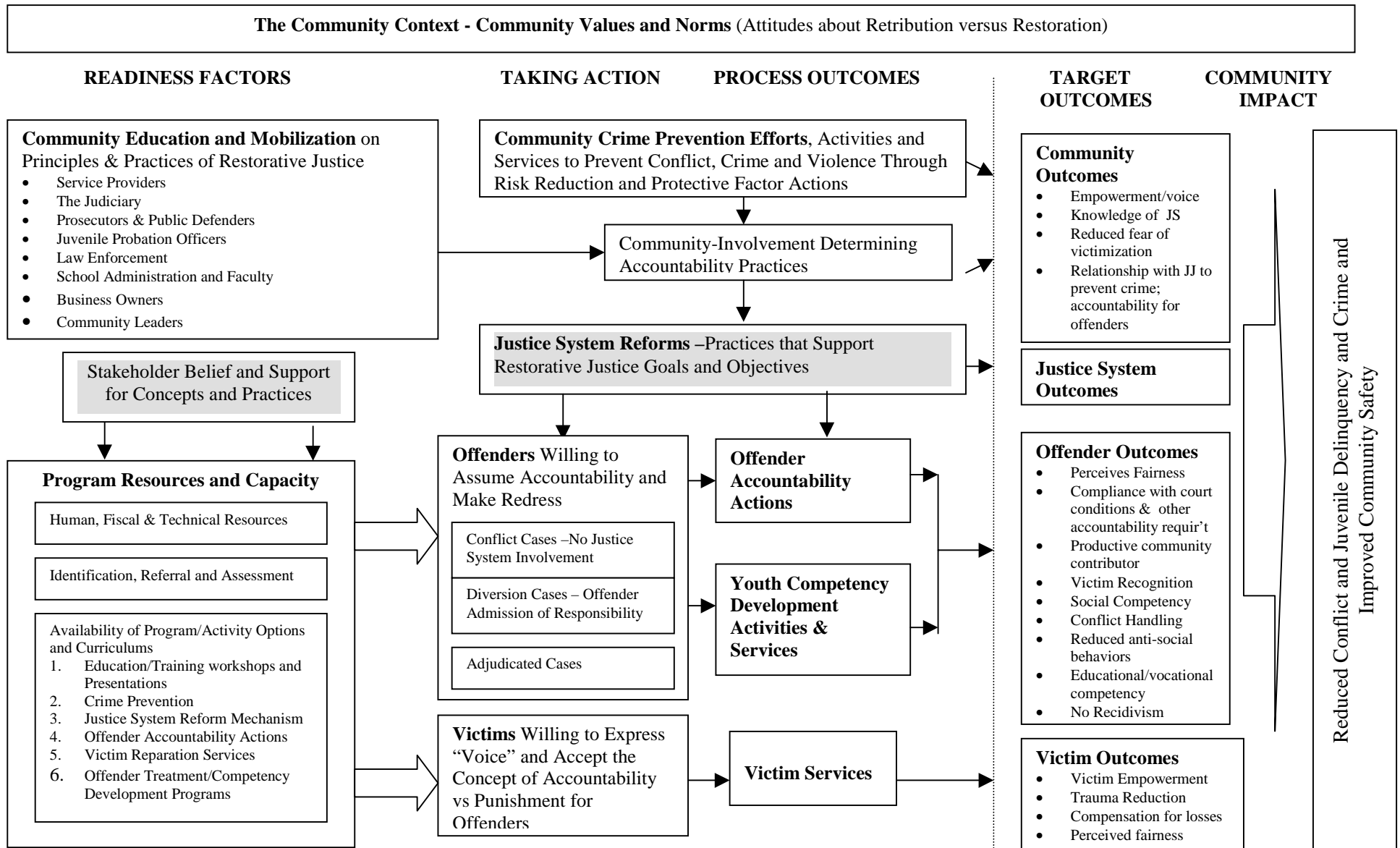
prevention strategies, 2) justice system strengthening and reforms, 3) offender accountability measures, 4) youth competency development services, and 5) victim services. Services and activities are delineated in terms of type of youth being targeted – youth who are in conflict but have not been charged with any offenses (conflict cases), youth who have been diverted from the justice system (diversion cases) and youth who have been adjudicated and found guilty (adjudicated cases).

The **output or immediate outcomes** of these activities are the types and amount of services actually provided - to how many victims and offenders in a community. Programs must reach their targeted population with sufficient intensity and volume of services, otherwise they can not be expected to achieve the targeted outcomes nor impact on community safety and juvenile crime. Four **intermediate boxes of outcomes** are represented in this figure, 1) community outcomes – pertaining to changes in attitudes and knowledge, 2) justice system outcomes, pertaining to changes in how the justice system operates, 3) offender outcomes, pertaining to new attitudes, changed behaviors, new skills and competencies that increase the potential of the youth to be productive members of their community and no recidivism (repeat of crime and delinquency behaviors), and 4) victim outcomes, pertaining to increased sense of voice and empowerment, reduction in the trauma associated with the crime occurrence, and compensation for losses.

3.3 Involvement of the Justice System and Other Stakeholders

All sectors of the community need to be involved and committed to the vision, goals, strategies, activities and outcomes of the juvenile justice system. Community includes all members of a community that are impacted by the behavior of youth and their acts of crime. This includes parents and neighborhood residents, merchants and customers (who pay the price of higher cost goods), the educational system and teachers, churches and church members, the medical profession and social service providers, and all branches of the justice system (law enforcement, courts, prosecution, probation and defense attorneys). Commitment means to “be knowledgeable”, “make informed decisions” and “be responsible” for the outcomes of these decisions. This means that all sectors of the community need to be informed about the nature of juvenile crime in their community, and understand the factors and conditions that contribute to its occurrence as well as how to prevent crime. It means a community being involved in nurturing and sheltering individuals and organizations that have suffered “harms” of crime. It also means the community caring about the healthy development, safety and well-being of all its members – including its youth. While there are many overlapping groups of people within a community, for the sake of delineating roles in a community system we will identify the following sectors. (Individual community members may, of course, belong to more than one group but will likely participate primarily in one role.)

Figure 1
A DESCRIPTIVE FRAMEWORK OF A
COMPREHENSIVE COMMUNITY AND RESTORATIVE JUVENILE JUSTICE STRATEGY



1. Justice System Professionals Working in the Community

In community justice, the role of the justice system shifts. Instead of assuming the role of sole bastion of authority, punishment and control for those who transgress the laws of society, the justice system becomes a participant and collaborator in a humanistic approach that seeks to promote community health. The justice system, however, brings knowledge and resources to the effort and thus must perform a three-fold role 1) accessing and mobilizing resources and services to be brought to bear on community justice issues, 2) organizing and supporting the processes that bring community members, victims and offenders together to find effective solutions to juvenile delinquency and crime in the community, and 3) monitoring and evaluating the impact of these solutions.

2. Police and other Law Enforcement Agencies

Police have an important role to perform in the CJJ system because they are often the first line of contact between a youth who has committed (or is about to commit) a “wrong” and the justice system. Police departments and their officers who practice problem solving and community-oriented policing approaches to law enforcement find that they can identify potential crime (and be part of solutions to deter crime) when they are in the community talking to youth, parents, and neighbors. Police who enforce drinking and driving laws for juveniles can often prevent more serious crime from occurring. In addition, police provide information on standards of behavior (i.e. role models) for youth to identify with in their community, as well as information on the consequences of delinquency and crime. Police have significantly contributed to the reduction and prevention of juvenile crime through police-based substance abuse prevention efforts, PAL (the Police Athletic League), and Police-Youth Academies etc.

In addition, police are also often the first contact for victims who have suffered from a “wrong”. By responding to the victim in a humane and supportive manner, the process of community caring and reparation begins. **Immediate** referral for counseling and other support services, to address fear, anger, grief, pain, and losses (e.g. a single parent who has had her car stolen and has no means to get to work) can go a long way to reducing some of the “harm” done by the crime occurrence. Whenever police act indifferent to the pain and losses of the victim, “more harm” is done to the victim and his/her family.

3. Community-Based Social Service Providers and Community Schools

The community-based social service agencies and schools are important resources for the provision of services to youth who have been identified as at-risk for involvement in delinquency and crime. These agencies and institutions perform critical roles in a community juvenile justice system through provision of services and activities in the following areas.

- A. Facilitators and leaders in the development of collaborative interagency and cross-community initiatives, providing training and guidance on how to get organized and accomplish results.
- B. Training and consultation to law enforcement, merchant groups and citizen groups on the nature of juvenile delinquency and crime, contributing risk factors, and approaches to prevent or intervene in the occurrence of repeated juvenile problems.
- C. Identification of youth who are at-risk of becoming involved in crime and delinquency due to the presence of individual risk conditions (e.g. impulsively, mental illness, substance abuse) as well as risk factors in their home, peer environment or neighborhood
- D. Prevention activities to intervene in the trajectory of problem behaviors through provision of services, conflict handling training or referral to appropriate supports and treatment.
- E. Treatment and competency development services provided to offenders to address deficiencies in their educational, vocational, mental and social capabilities that are preventing them from realizing alternative opportunities in their life

In addition schools perform a critical role in being the “first line of opportunity” for identifying youth in trouble prior to their involvement in the justice system. Long before youth have contact with the justice system, youth generally display difficulties at school in areas of school attendance, academic performance, social relationships with peers, and dealing with authority and rules. Early intervention with individual children and their families is an important element of community justice.

4. Merchants and Housing Organizations (who are victims of juvenile crime)

Merchants and housing organizations suffer substantial economic loss due to the delinquent and criminal activities of youth. Typically these economic costs are transferred to consumers and housing tenants in the form of increased prices, increased rents, and reduced freedom of movement. Merchants and housing boards/landlords need to work with citizen groups and law enforcement to protect their property, as well as to provide opportunities for youth to make a meaningful contribution to their community. Employment programs for youth during the summer and weekend provide opportunities for at-risk youth to develop pride and self-worth, learn vocational skills, earn money, and be productive.

5. Victims of Crime

Individuals who have been victimized by crime play an important role in ‘Community Justice’ since they provide valuable input and purpose to the prevention and intervention efforts of social service agencies and justice system providers. It is the stories of victims that serve as constant reminder of the damages and trauma that is suffered when crime is committed. Individuals, who have been victimized, must be willing to make what has happened to them visible to the community as a way to encourage humanity and action from the community and to prevent these “harms” happening to others. The offender must be reminded of the losses, pain and trauma suffered by the victim, but so too must the whole community be reminded. Too often victims suffer in silence, sometimes in defensive response to the uncaring attitudes and behavior of the community. Service providers may become anesthetized to the pain of victims of crime and do little in response to requests for relief from suffering and losses. Consequently victims stop asking for help. The “voice of victims” is critical in getting the community’s attention. Victims of crime might exercise this “voice” in a myriad of different ways from serving on victim impact panels, making educational presentations, identifying needed services and organizing support groups for victims.

6. Community Residents (including family, friends and neighbors of crime victims)

For community members to be involved and committed, they need to become protectors, mentors, educators and coaches to youth in establishing pro-social values and norms of social conduct, reinforcing appropriate behavior, and correcting inappropriate behaviors. Community members can exercise this role in many ways, through:

- Participation on victim impact panels and/or restorative justice or accountability boards,
- Being supportive to victims in a variety of personal or community roles
- Becoming an adult tutor or mentor to disadvantaged youth,
- Assuming coaching roles in social/recreational programs
- Taking notice of children/youth in the neighborhood and becoming a positive role model
- Helping neighborhoods in times of need

Community members also perform an important role in safeguarding their own and each other’s property through neighborhood watch and neighborhood patrols. Community beautification efforts that eliminate litter and graffiti, restore parks and play grounds, restrict noise and other disturbances etc communicate messages that citizens care about their neighborhoods and will not tolerate unlawful and

damaging activity. Together, community members and police can create an environment where crime is not tolerated and quick responses will be taken to protect people's sense of peace and safety.

Finally, community members have an important role to play through collaborative involvement with justice system providers in decision-making that shapes justice policies and practices to ensure they conform to the principles of restorative justice. In many communities, a Community Justice Committee (or some such named body), composed of community and justice system representatives assume responsibility for monitoring and overseeing the range of justice system policies and practices. In other communities, community members have formed Accountability Boards to assist and guide the juvenile courts and other justice system professionals in decision-making on specific cases.

7. Parents of Juvenile Offenders

Parents of high risk and offending youth are often frustrated and defensive in knowing how to address the delinquent and anti-social behavior of their children. Instead of branding parents as failures, these parents can become valuable contributors to a community justice strategy. They can be encouraged to receive the appropriate help for adult problems in the home that might be contributing to the youth's problem (e.g. substance abuse, domestic violence, unemployment). They can receive training and assistance on how better to communicate with and meet the needs of children/adolescents in the home. They can be taught how to handle issues of adolescent defiance, substance abuse, gang affiliation, school conflict and drop-out etc. Parents should be enlisted as "contributors to solutions"; including becoming mentors to other families who are struggling with issues in their home and conflicts involving their youth.

8. Juvenile Offenders

Likewise, youth themselves, including those who have offended against someone or the community play an important role in community juvenile justice. Youth are frequently acting-out in response to conditions and situations they do not know how to handle. Youth need to become involved in "expressing a voice" about what they are doing, why they are doing it, and what supports and services they need in order to become contributing members of their community. While youth must first take accountability for their actions, many can then go on to serve as role models and leaders to other youth.

3.4 Desired Outcomes of Community Juvenile Justice

Outcomes are the end results or products of a community and restorative justice system. We tend to classify outcomes into four broad categories: 1) process outcomes – the types of activities which are accomplished to how many and to who, 2) capacity development and system outcomes – new procedures, resources and programs that are developed and made available to support other goals, 3) targeted individual outcomes – those changes (in areas of knowledge, skill, attitudes) that have occurred in individuals as a result of the intervention or justice practice, and 4) global community impact – changes in overall community safety and quality of life conditions. In this following section we will identify the types of outcomes desired for the different target groups and organizations that are impacted by juvenile crime and delinquency. In a community justice system, primary target groups that we seek to impact include victims, offenders, the justice system providers and community members.

1. Victim Targeted Outcomes

Fundamentally, there are two question pertaining to victim outcomes. Do victims experience justice? Are harms reduced or repaired? Receiving justice and reducing the "harm of crime" is defined in terms of the following process outcomes being met and the following targeted outcomes being accomplished.

Process Outcomes	Targeted Individual Outcomes
<ul style="list-style-type: none"> <input type="checkbox"/> Each individual victim of a crime has had the opportunity to be sincerely heard and recognized as having been “harmed”. <input type="checkbox"/> The victim “voice” and needs are made known to the community through local media; thus getting attention of all community sectors <input type="checkbox"/> The needs of victims of crime have been documented and programs/services exist to meet these needs. <input type="checkbox"/> The victim is provided information on what actions are being taken by the justice system to investigate the crime and to ensure accountability for the offender. <input type="checkbox"/> The victim has opportunity to confront the offender and to receive, from the offender, an apology or some other form of amends and recognition of harm/losses. <input type="checkbox"/> Financial compensation is provided to victims (if appropriate). <input type="checkbox"/> Victims receive adequate protection from further victimization when the potential for re-victimization is perceived by the victim to be moderately or extremely high. <input type="checkbox"/> The victims and affected family members receive all necessary psychological, social and material support services to address related needs that have arisen as a result of the crime. <input type="checkbox"/> Victims engage in activities to teach offenders about the affect of crime on people in the community (e.g. victim impact panels) <input type="checkbox"/> Victims participate on accountability boards and/or in other roles in order to contribute to justice system decision-making. 	<ul style="list-style-type: none"> <input type="checkbox"/> Victim losses and damages have been compensated for at a level per perceived to be fair <input type="checkbox"/> Feelings of trauma and stress associated with past victimization have been reduced. <input type="checkbox"/> The victim becomes empowered and strengthened (more resilient) in telling his/her story <input type="checkbox"/> The victim exert influences on offenders to change their behavior <input type="checkbox"/> The victim exerts influence on the actions of the justice system. <input type="checkbox"/> The victim develops a more positive attitude about youth in the community. <input type="checkbox"/> The victim feels that the youth consequences arising from court decisions and mediation agreements are fair and satisfactory. <input type="checkbox"/> The victim’s fear of further victimization by this youth and/or similar youth is reduced.

2. *Offender Targeted Outcomes*

There are three fundamental questions in defining outcomes for those individuals who have engaged in harmful acts in their community. Do offenders experience justice through completion of obligations to repair harm? Do offenders develop motivation to not further harm the community/individuals? Do offenders develop competencies (that ameliorate the need to engage in further delinquency and crime?

Process Outcomes	Targeted Individual Outcomes
<ul style="list-style-type: none"> <input type="checkbox"/> Offenders are provided opportunities and encouragement to understand and take responsibility for what they have done <input type="checkbox"/> Offenders are given an opportunity to have “voice” to explain their actions and recommend solutions or compensations. <input type="checkbox"/> Offenders are provided opportunities to “make things right” through repair of damages, personal service or financial compensation. <input type="checkbox"/> Factors that contributed to the offender’s actions are identified and action is taken to address them. <input type="checkbox"/> Offender social, mental health and educational needs are identified and services provided to address them. <input type="checkbox"/> Juvenile offenders are seen as valuable members of their community and are not publicly labeled, shamed or derided. <input type="checkbox"/> Juvenile offenders are provided meaningful work experiences that enhance new competencies. 	<ul style="list-style-type: none"> <input type="checkbox"/> Offenders understand and take responsibility to complete obligations to repair harm. <input type="checkbox"/> Offenders believe they have received fair treatment and are in agreement with sanctions and obligations. <input type="checkbox"/> The offender complies with court conditions including restitution, community work, and personal services, program participation and school attendance. <input type="checkbox"/> The offender becomes a productive contributor in his/her community. <input type="checkbox"/> The offender establishes positive social relationships with community role models. <input type="checkbox"/> The offender becomes a member of a pro-social group in his/her school or community. <input type="checkbox"/> The offender develops new competencies in handling conflict and makes changes in expression of anti-social and delinquent attitudes and behaviors. <input type="checkbox"/> The offender develops new competencies in areas of education and vocational capability. <input type="checkbox"/> The offender does not recidivate.

3. *Justice System Targeted Outcomes*

The fundamental questions here are twofold. Do Justice System Providers Engage in Practices that are Consistent with Restorative Justice Principles? Do Justice System Providers Feel Their Work is Personally Meaningful and Beneficial to the Community?

Process Outcomes	Targeted Individual Outcomes
<input type="checkbox"/> Justice system providers are provided opportunity to learn about restorative justice principles. <input type="checkbox"/> Justice system providers are encouraged to engage in restorative justice practices. <input type="checkbox"/> Justice system providers engage in information sharing and collaborative activity with members of the community, service providers, and victims to address issues of delinquency and crime. <input type="checkbox"/> Justice system providers do not engage in behaviors or labeling, shaming or derision of youth who have engaged in delinquency or criminal behavior. <input type="checkbox"/> Justice system providers get input from victims, community members and offenders, discussing creative forms of accountability and harm reduction. <input type="checkbox"/> Justice system providers display sensitivity to victims in their communication and actions.	<input type="checkbox"/> Justice system providers understand and support the principles of restorative justice. <input type="checkbox"/> Justice system providers feel a sense of responsibility for ensuring fulfillment of accountability strategies. <input type="checkbox"/> Justice system providers feel a sense of responsibility for reducing or ameliorating harms done to victims <input type="checkbox"/> Justice system providers have the knowledge and capability to engage in practices that are consistent with restorative justice principles. <input type="checkbox"/> Justice system providers experience a high level of satisfaction that the justice system, operating in their community, is worthwhile and meaningful to them. <input type="checkbox"/> Justice system providers believe the community justice practices benefit victims. <input type="checkbox"/> Justice system providers believe that community justice practices benefit offenders.

4. *Community Member Targeted Outcomes*

The fundamental outcomes pertaining to community impact are threefold. Are community members involved in addressing issues of crime and safety in their community? Do community members feel safe? **community safety** is defined as when community members live in peace, harmony, and mutual respect, when citizens and community groups feel that they personally can prevent and control crime and where the frequency of crime and threats to safety are perceive to be low to negligible. Finally, is the incident of juvenile delinquency and crime reduced?

Process Outcomes	Targeted Individual Outcomes
<input type="checkbox"/> Community members have opportunities to learn about the justice system and to participate in decisions on how it will operate. <input type="checkbox"/> Community members participate on boards to decide accountability sanctions for offenders. <input type="checkbox"/> A broad representative group of community members participate on advisory councils, accountability boards, victim impact panels in order to express their perspective. <input type="checkbox"/> Community members take active efforts in their own neighborhoods to reduce opportunity for crime and to report crime once it has occurred. <input type="checkbox"/> Community members serve as positive role models for youth in the community, volunteering in a variety capacities.	<input type="checkbox"/> Community members perceive themselves to have a “voice” in how the justice system operates. <input type="checkbox"/> Community members have an increased understanding of the juvenile justice system and have a high level of satisfaction with it. <input type="checkbox"/> The community is supportive and empathic toward victim issues. <input type="checkbox"/> Community members feel a sense of responsibility for ensuring fulfillment of accountability strategies for juvenile offenders <input type="checkbox"/> Community members feel a sense of responsibility for reducing or ameliorating harms experienced by victims. <input type="checkbox"/> Community members have a reduced level of fear in the community that they will be a victim of crime <input type="checkbox"/> Community members have an increased sense of “relationship” with the institutional system providers.

5. *Global Community Impact*

The ultimate global impact of a community and restorative juvenile justice system involves two interrelated concepts: 1) increased peace, harmony and resiliency, and 2) increased public safety. Increased public safety is defined in terms of reductions in frequency or severity (or maintenance of low levels) of youth conflict in the home, youth conflict and drop-out in the school environment, and juvenile delinquency and crime in the community. These factors may be defined in terms of

- ☐ Police arrests of juveniles by type offense (type I or II)
- ☐ Cases diverted, filed and adjudicated in court by type of offense (type I or II)
- ☐ Student disciplinary reports in school sites (by type of incidence)
- ☐ Community survey reports of victimization by juveniles
- ☐ Youth survey reports of offending behavior

Increased peace, harmony and resiliency is a more nebulous concept, one that refers to people getting along with each other in their neighborhoods, living in peace and harmony despite many differences of culture and lifestyles. Resiliency refers to the capability of a community to cope with the stresses and demands of everyday life, as well as to crises, in a way that is adaptive and healthy and which leads to the continual building of relationships, new strengths and new competencies among people and across community systems. These are difficult global concepts to measure and are not included within the scope of this cross-site evaluation.

4.0 THE WASHINGTON STATE INDIVIDUAL PROJECT ACCOMPLISHMENTS

All six Washington State projects that participated in the FY 00/01 cross-site evaluation study of community and restorative justice initiatives supplied the Evaluator with copies of their individual reports and all data collected on their project activities and participant population. Some of the projects had made use of the cross-site evaluation standardized tools (or a close version of them).

Attachment A contains a meta-analysis data matrix presenting summary data from each of the six project sites, utilizing the cross-site evaluation framework. More comprehensive information is available in individual site evaluation reports (available from the Governor's Juvenile Justice Committee).

The cross-site evaluation study noted considerable progress among the six community justice projects operated in five counties over the past two to three years – both in terms of developing the organizational capacity to implement policies, procedures and practices that are restorative, and in terms of accomplishments and outcomes. These accomplishments are summarized below:

- Two counties (Clark County Project¹² and Whatcom County Projects) evolved well over the past two years and are currently delivering or supporting a fully comprehensive and integrated community justice model within their county, that is, a group of institutional and community partners that have:
 - articulated a county-wide and systemic community/ restorative justice vision and goals;
 - developed a county-wide and systemic strategic plan of implementation (i.e. components are all defined as CJ actions and linked in a coordinated plan of delivery);
 - established a collaboration between the justice system and various sectors of the community,

¹² Clark County emphasizes the importance of building community and justice system readiness for supporting this type of systemic model. Not only did the Administrator of Juvenile Court Services play an important ambassador role in educating key stakeholders on how to implement restorative justice, but many other key stakeholders in the justice system became committed, working diligently to “sell the concept” and “show” how it could be done. More specific information on the community development process of the Clark County Restorative Justice Project is provided in local evaluation reports, conducted by Merit Research Corp., Suzy McCausland, Ph.D., Principal Researcher.

- established strong leadership and commitment from a few key individuals to the principles & practices of community/restorative justice, and;
 - devoted equal attention and resources (comprehensive array of CJ practices) to the five components of the Washington State Community Justice Model (victims restoration, offenders accountability; offender competency development, justice system reform, and community education/involvement).
- Kitsap County offers a comprehensive ‘community justice’ program, but it is not fully integrated across the justice system and the community service providers. The other two projects (in Spokane and King counties) did not evolve into fully comprehensive strategies within their counties, but successfully operated and provided services in singular program components of restorative justice practices.
- All projects in the five counties have sought to educate members of the juvenile justice system about the principles & practices of community justice. Formal presentations have occurred in all counties to approximately 300 individuals, including judges, prosecuting attorneys, public defenders, probation counselors etc.. These formal presentations have generally being combined with informal discussion between providers of social services and various members of the justice system.
- All projects, except for the King County Victim Inclusion Project, were engaged, at some level, in educating the community about the concepts of community and restorative justice; seeking to encourage/facilitate their involvement in the justice system. It is estimated that at least 4738 citizen individuals, in these four counties over the past two years, have participated in presentations, educational seminars, and meetings on concepts and practices of restorative justice. Many of these individuals (approximately 200-300) have become actively involved as volunteer mediators, mentors of youth in community work service projects, participants on Accountability Boards, etc..
- All five counties offered victim offender mediation services for victims and offenders (although the King County Victim Inclusion Project made very limited use of this resource). Two hundred and ninety-one (291) offenders and victims were involved in mediation, with more that 95% reaching agreement or resolution. Victim-offender mediation is viewed as a community justice practice that helps to compensate/restore victims while also being an approach that ensures offender accountability to their victim.
- A total of 758 victims, in these five counties, were provided outreach, support, or mediation services to help them deal with the psychological, economic and social harm which they incurred. The strongest programs for victims of juvenile crime occurred in two counties - King County and Whatcom County – while the other counties provided simply provided opportunity for victims to participate in victim offender mediation.

Court support and outreach services were offered to all victims of juvenile crime in Whatcom County from the point of first filing in court; while in King County follow-up support was offered to victims of crime after the case has been adjudicated. In Whatcom County over the past three years, letters of support and information were sent out to 1381 victims of juvenile crime, with 301 victims returning letters of “victim impact”, asking for restitution totaling more than \$1,142,690. In addition to advocating for restitution in court, the victim services coordinator obtained letters of apology, provided information on the status of a case, and assisted victims who wished to attend sentencing hearings or to otherwise speak to the court about the harms they have suffered. In addition, both Whatcom and King County offered victims opportunity to participate as speakers at a victim impact panel. Other projects in Clark, Spokane, and Kitsap County seek to support victims of crime through participation in victim-offender mediation.

- All projects sought accountability for the juvenile offenders in their jurisdiction but they varied considerable in the number of offenders they were able to serve. The Whatcom Project targeted the largest number of youth (n= 620) through their victim impact panels, conflict handling classes, and mediation services. Clark County also targeted a large number of youth (n=300) through its mediation program and its I.C.E. (victim awareness) class. Kitsap County served a large number of youth (n=264) through its Merchant Accountability Board and its mediation services. Finally Spokane County reached 145 offenders through its mediation and alternative restorative services. King County reached only 85 offenders in the past year through its victim impact panels.
- A total of 1414 offenders, in these five counties over a two-year period, were exposed to restorative values, accountability sanctions, and programmatic activity. These types of sanctions and activities included the following:
 - 291 offenders participated in victim offender mediation
 - 502 attended victim impact panels
 - 153 appeared before a merchant accountability board;
 - 53 were on received restorative probation case supervision,
 - 146 attended the I.C.E. victim awareness class
 - 182 attended a conflict handling and victim awareness class
 - 87 participated in miscellaneous restorative alternative, including restorative community service
- Three projects were delivering competency development activities as a part of their community justice model: a) a vocational training/preparation program for 20 youth in Kitsap County, b) a problem-solving and victim awareness class for 153 youth in Clark County and, c) conflict handling workshops for 939 youth (182 offenders and 757 students in several middle and high schools) in Whatcom County.

5.0 OUTCOME EFFECTIVENESS OF PROJECTS

5.1 Background Literature on Effectiveness of Restorative Justice Programs

Several studies have documented many immediate benefits in programs that utilize restorative principles and seek to repair harms done to the victim and the community.

- Amount of money collected on adjudicated cases involving restitution is higher for cases in which the restitution amount occurred as a result of a mediated agreement versus awarded by the court without mediation. (Amstutz and Zehr, 1998, Coates 1995)
- Victims involved in victim-offender mediation report satisfaction with the process and a reduction in their fear of the offender (Amstutz and Zehr, 1998)
- Offenders involved in victim-offender mediation report increased understanding and empathy for the person to whom they harmed (Amstutz and Zehr, 1998)
- Both offenders and victims report satisfaction with a victim offender mediation process (Umbreit, 1994; Coates & Kalanj, 1994) or victim offender conferencing process (Umbreit & Fercello, 1997)
- Both offenders and victims report satisfaction with family group conferencing (Forcello & Umbret, 1998)

- Offenders who agree to pay restitution have lower recidivism rates than offenders who did not have restitution orders (Schneider, 1986; Butts & Snyder, 1992)
- Victims indicate satisfaction with the mediation process and express satisfaction with the justice system regardless of whether the offender is a juvenile or an adult. (Umbreit and Bradshaw, 1997)
- Of offenders and victims who agree to participate in mediation, a very high percentage (85-90%) reach an agreement. (Collins, 1984, Perry, Lajuennesse and Woods, 1987; Umbreit, 1991, Gehm, 1990; Umbrret, 1995; Clark, Valet and Mace, 1992).
- Juvenile offenders who participated in victim-offender mediation versus a comparison group of offenders demonstrated higher rates of restitution payment and lower rates of recidivism (Evje & Cushman, 2000)
- Juvenile offenders who participated in diversionary conferences in Australia demonstrate lower rates of re-offending than did a group of offenders who were processed through prosecution court, under certain conditions (type of offense and experience of the conference leaders) and not others (Sherman, 2000)

5.2 Immediate Victim and Offender Outcomes for the Washington State Projects

Individual studies of outcomes were reported by different projects: These individual results have been organized in terms of: a) offender satisfaction, b) victim satisfaction, and, c) change in attitudes among justice system providers

Outcome Pertaining to Offender Satisfaction and Changed Attitudes Following a Restorative Intervention

- Post mediation survey with 68 offenders who received mediation services in FY 00/01 through the Clark County Victim Offender Mediation Program, indicated respondents felt as follows:
 - 93% said they were prepared for the mediation
 - 84% said they did not feel pressured to participate in VOM
 - 68% wanted to tell the victim what happened
 - 60% wanted to pay back the victim
 - 85% wanted to make an apology
 - 95% said they better understood the impact of their offense on the victim
 - 79% felt the mediation was useful
 - 92% felt the mediation agreement was fair
 - 95% would recommend mediation to other youth
- Survey of 149 youth who participated in the I.C.E. victim awareness workshop in Clark County during FY 00/01, indicated:
 - 77% of youth at post test versus only 45% at pre test felt their offense had hurt someone
 - 87% at post test wanted to make things rights in contrast to only 68% at pre test
 - Youth with 1-2 priors had more positive attitude changes than youth with no priors and youth with many priors
- Survey of 85 offenders who attended the King County Victim Impact Panel in FY 00/01, (compared with matched sample control group of 100 offenders)indicated:

- VIP youth had significant change in attitudes in terms of recognizing that “property crime is serious” and “property crime causes feelings of harm for the victim.’
 - VIP youth more inclined, than control group, to complete community service hours (95% versus 84%)
 - VIP youth were more likely, than control group, to pay restitution order (75% versus 61%)
 - VIP youth were less likely, than the control group, to re-offend (11% versus 13%)
- Follow-up on 53 youth who were supervised on a restorative justice caseload with Kitsap County Juvenile Services indicated all completed their community work service hours, all paid restitution orders, and none had new offenses during the year they were on probationary supervision.
- Of 88 offenders who completed the post mediation survey, following involvement in the victim-offender mediation program of Spokane County (during the years 1998-2001):
- 100% said they thought the mediation was fair and they had a chance to express them self
 - 98% felt it was important to pay the victim back in some way
 - 92% felt better having met the victim
 - 85% had a positive attitudes about the victim
 - 98% had a desire to repay the victim
 - 100% had a desire to tell the victim what happened
 - 87% made an apology to the victim
 - 92% worked out a restitution agreement
 - 96% felt the restitution agreement was fair
 - 92% said the mediation had changed their attitudes about committing crimes in the future
- Recidivism was slightly lower for a sample of 36 youth who participated in mediation with the Spokane VOMP compared with 82 matched non-mediation probationers (47% versus 50%)
- Post program satisfaction survey given to 374 youth who attended a Victim Impact Panel in Whatcom County (during FY 1999-2000 and 2000-01) indicated 52% had learned a lot about how victims feel and had learned about the consequences of crime. Approximately a third expressed feelings of remorse or empathy for having harmed another person.
- Of 61 students with disciplinary problems who participated in conflict resolution classes with the Spokane County Project during the FY 2000/01, 75% felt they had acquired new skills and information that would help them relate better to their families, the community and school authorities. Follow-up on 50 of the students indicated 82% were still in school at the end of the year, 56% were maintaining regular school attendance and 37% had had no further disciplinary problems.
- Of 45 youth in detention or on probation who attended a conflict handling workshop in FY 2000/01 with the Whatcom County Program, 84% said the workshop was excellent and that they had learned new skills on how to avoid or reduce conflict with peers and adults.

Outcomes Pertaining to Victim Satisfaction with Mediation or Support Services

- Post mediation survey with 55 victims who received mediation services in FY 00/01 through the Clark County Victim Offender Mediation Program, indicate respondents felt as follows:
- 86% said they were “prepared” for the mediation
 - 87% felt no pressure to participate in VOM

- 64% were very satisfied with the mediation agreement
 - 98% felt the offender better understands the impact of their actions on the victim
 - 71% of victims felt it was very useful to meet the offender
 - 87% received an apology
 - 98% felt the mediation agreement was fair
 - 98% would recommend mediation to others
- Survey of 61 victims who received post-disposition outreach services reported satisfaction with services. Additional findings included:
- Outreach was helpful in fostering a positive attitude toward the juvenile justice system
 - Victims want more timely restitution.
 - There was satisfaction with the fact that the offender was caught
- Of 88 victims who completed the post mediation survey, following involvement in the victim-offender mediation program of Spokane County, during the year 1998-2001:
- more than 95% felt it was helpful to meet the offender;
 - 92% felt very positive about the mediation session;
 - 95% felt was important to tell the offender how the crime had affected them;
 - 85% had a positive attitude toward the offender,
 - 94% were not afraid they would be re-victimized
 - 75% felt it was important to be compensated for losses through some sort of restitution
 - 98% thought the restitution amount agreed upon was fair
 - 92% said they would mediate again
- A six month follow-up survey with 22 victims who had received advocacy services in the Whatcom County Victim Restoration Program during FY 2000 indicated
- all were very satisfied with the services and support they had received
 - all felt they had been treated respectfully
 - 68% were provided information about victim services
 - all were given information on their rights as a victim
 - all but one were notified of hearing dates and their right to appear.
 - all were given information and help if they needed to make a restitution claim
 - nearly half said they were awarded restitution but were having difficulty with receiving payment

Outcomes Pertaining to Changes in Attitudes Within the Justice System

- Focus group interview (June 2000) with 8 probation officers of the Clark County Restorative Justice Project indicated understanding of the concepts of restorative justice, and changed attitudes and practices in how they deal with juvenile offenders
- Twenty-five (25) probation officers in Spokane Juvenile Court completed a survey in June 2000, indicating they thought offenders should have to make amends to victims. A focus group interview (June 2001) with 23 representatives of juvenile service and school-based programs in Spokane County indicated support for the Victim-Offender Mediation Program, belief that it gave victims a voice, personalizes the process of dealing with a juvenile crime, and it dealt with offenders more effectively.

- One-on-one interviews with 10 representatives of the Kitsap County Juvenile Services department in June 2000 indicated these individuals were knowledgeable about the concepts of community and restorative justice, were supportive of the restorative justice programs, and believed that RJ programs benefit youth and victims.
- A survey of 40 representatives of the justice and social service system in Whatcom County, in September 1999, indicated support for principles of RJ and belief that victims of crime needed more information and assistance.

In conclusion:

- All projects showed evidence that members of the justice system were becoming knowledgeable about and committed to the principles of community justice.
- All projects showed evidence of community agency and school personnel becoming knowledgeable about and committed to the principles of community justice.
- Offenders who participate in mediation and/or victim impact panel expressed new attitudes of understanding, remorse for harming the victim and a desire not to do it again.
- Victim impact panels, that are small and facilitate dialogue between youth and people who have been victimized by crime, appeared to increase both offender empathy toward victims while also promoting a greater sense of offender accountability and appreciation for the consequences of delinquent and other harmful behaviors.
- Victims who participated in mediation expressed satisfaction with the process, with having met the offender, with having the opportunity to talk about how he/she has been harmed, with coming to an agreement for restitution, with getting an apology from the offender, and having their fear of being re-victimized reduced.
- Youth who participated in conflict handling or conflict resolution training appeared to have changed attitudes and new skills to prevent conflict/crime with other peers, family and school authority figures.

5.3 The Offender Recidivism Study

The Study Purpose

Critics of restorative justice tend to be concerned with only one issue. Does this kind of program (as an alternative justice system response to juveniles crime) result in reduced likelihood for juvenile offenders to re-offend? Proponents of restorative justice say that it doesn't matter. As long as youth are **no more likely** to re-offend, then the benefits of restorative justice, such as victim reparation, community involvement and options for youth to learn how to be responsible and better members of their community, justify use of these approaches.

Yet the theoretical rationale underlying restorative justice does argue for reduced likelihood of youth continuing to engage in delinquent and criminal activity. It is argued that youth learn empathy and understanding for the people they have harmed. It is argued that when youth are listened to and given an opportunity to be accepted by their communities as a productive individual who has made amends for their mistakes, that they respond with more pro-social values and behaviors. Finally it is argued, that when youth are given new social and life skills to succeed, they will choose to pursue employment or educational opportunities – activities that have been well demonstrated to be protective factors against involvement in delinquent and criminal activity (Catalano and Hawkins, 1996).

The purpose of the recidivism study was determine whether youth who have been provided restorative opportunities are less likely to have a new offense when compared with comparable youth who have been dealt with using traditional juvenile court responses and sanctions.

The methodological difficulties of carrying out a recidivism study on youth involved in the restorative justice programs of Washington State were immense.

1. Two of the projects (King County Project and the Spokane County project) were not fully integrated and connected to their county juvenile justice department. Thus they receive many inappropriate youth referrals (e.g. only diversion youth, or youth who have not been properly oriented to engage in a restorative type program). Orienting (i.e. preparing) a youth for a restorative intervention is as much a part of the program as the intervention program themselves. Unprepared youth are likely to be resistant to the restorative intervention and thus are less likely to benefit from it.
2. One project, Spokane County Project, was unable to work out the confidentiality issues of collecting data on youth criminal history, the actions of the justice system, and the restorative interventions; consequently the data collection form was not completed properly. In addition, only a few cases were post-adjudicated offender youth.
3. One program, the Whatcom County Community Justice Project, primarily offers a) mediation to youth in family conflict situations and b) conflict handling classes to diversion youth. While some of the family conflict youth also have criminal histories, there was concern that many of these cases would be minor or first time offenders; not substantially different from the diversion youth.
4. Another program, Whatcom Victim Restoration Project, serves only victims impacted by juvenile crimes, having little to do with the offenders involved in the case.

A decision was made to ***not measure recidivism (i.e. new criminal offenses) for diversion youth or youth in family conflicts*** since the rate of recidivism is already quite low. While restorative justice provides many benefits for these type youth, it is more in the realm of better communication and interpersonal relational skills in their homes, at school, or among peers, than a measurable reduction in recidivism, since the likelihood of reoffending is already very low

The Study Design

The recidivism study focused on post-adjudicated youth who had been provided one or more restorative interventions through the Clark County and the Kitsap County Restorative Justice Projects, during the years 1999-2000. Both projects operate restorative justice projects that are integrated collaboratives across juvenile services and community service providers. Offenders can be involved in “restorative justice community work service” projects as well as be referred to victim –offender mediation, victim awareness classes, or victim impact panels.

A minimum one-year follow-up was required to evaluate new offenses. Recidivism was defined in terms of the youth having committed a new criminal offense following the date of intake to the restorative program, regardless of final adjudication and disposition. Multiple charges for the same offense were not counted. However two different offenses that occurred at the same time were counted. (For example, a vehicle theft and a drug offense that were charged at the same time were counted as two offenses). Probation violations were not counted, nor were misdemeanors such as motor vehicle offenses, resisting arrests and being a minor in possession. Drug offenses were counted a a new charge.

Selection of a comparison group of youth required use of a matched sample of offenders from another jurisdiction since it was not possible to locate a matched sample from within the intervention

communities. Since the projects were existing programs with all appropriate youth referred to the restorative justice program, it would be difficult to rule out selection bias on any youth not referred to the RJ project (even if matched on critical variables.) Therefore a decision was made to select a matched sample of youth from other jurisdictions that were similar demographically to Kitsap and Clark County. The two comparison counties were Thurston County (mix of urban and rural and similar to Clark County) and Skagit County (mostly rural thus similar to Kitsap County) Both comparison communities are similar ethnically and economically to both Clark and Kitsap County. Both comparison jurisdictions were also selected because they had not operated “restorative options” during the target years 1998-2000, although they had in the recent months undergone training in these concepts and were attempting to implement elements of a community justice system. Thus they were supportive of the study and were willing to allocate staff time to data collection on a sample of old juvenile cases that met the criteria of similar cases in Clark and Kitsap that had been referred to the community justice restorative intervention program.

Previous research indicated that post adjudicated youth referred to restorative programs in the participating projects in Washington State tended to be male (typically 75%), mostly Caucasian/White (80%), have few prior offenses (less than 3 prior offenses), have no history of serious violence and referred because of an offense of malicious mischief, simple assault and/or theft 3. The following directions (Table 1) were used by the comparison site jurisdictions to select a sample of youth for inclusion in the study.

Table 1
Selection of Comparison Site Cases for Restorative Justice Recidivism Study

STEPS TAKEN TO SELECT COMPARISON SITE SAMPLE (target of 40-50 juvenile cases per jurisdiction)	
1.	List all new probation cases that were entered between July 1998 and June 1999. Do an initial screen to get only cases that have less than 3 prior offenses.
2.	Of this master list, eliminate all serious violent offenders, shoplifting offenders, and drug offenses.
3.	From this remaining group of cases, select a random number of 50 cases. (Example if there are 200 cases on the list, select every 4 th cases. The other option is to use a random number table.)
4.	Check the offenses listed in this list of 50 cases to see that approximately 20 are malicious mischief, 20 are assault 4 and 10 are other cases (such as car theft, etc).
5.	Check that 25% of the sample includes females.
6.	Check that 20% of the sample includes minority youth.
7.	If numbers are not in balance with the selection criteria, than randomly substitute new cases to get the right mix.
8.	Being data collection, using the RJ study comparison group study form. If a file cannot be found, then substitute a new case from the list prepared in step 2.

The Comparison Site Data Collection Form (Attachment B) was completed on all selected cases. A copy of the JUVIS record Form 5 was also provided – a record that details each of the juveniles charges. “Start date of probationary supervision” was selected as the “date of intake” (comparable to the date of intake to the intervention program. A similar Intervention Case Data Collection Form (see Attachment B) was used by Clark and Kitsap County to gather data on their cases. (This form had a few additional questions pertaining to the nature and extent of restorative activities provided to the youth.).

Table 2 provides a list of the dependent and independent variables included in this study – data either extracted directed from the data collection form or calculated at time of data entry/analysis

Table 2
Dependent and Independent Variables in the RJ Recidivism Study

Dependent Variables	Gender
	Mean Age
	Ethnicity (Caucasian/White, African American, Asian, Hispanic, Other)
	Number of Prior Offense
	Time at Risk (in months between intake and follow-up date)
	Percentage breakdown of Malicious Mischief, Assault and Other Cases
	Past History of Aggression
	Harm Done to a Victim or to the Community
	Living with Parents or in Non-Parental Placement
	Attending School at Time of Intake
	Satisfactory School Performance
Community and Restorative Justice Intervention Variables	Victim Offender Mediation
	Letter of Apology to Victim
	Complete a Personal Service to Victim
	Attended Victim Impact Panel
	Wrote Essay
Standard Probation Supervision Variables	Ordered to pay restitution
	Judge talks to Youth
	Anger Management
	Personal Counseling
	Alcohol and Drug Counseling
	Youth Support Group
	Educational Supports/Tutoring
	Vocational Training/Job Search
Outcome Variables	Mean Hours of Community Work Service Completed
	Completely or Mostly Paid Restitution Amount Ordered
	Mean Restitution Amount Paid
	Percentage of Youth with a New Offense
	Mean Number of Post Offenses

Comparability of Matched Samples

Data was provided for 99 Intervention and 90 Comparison Group Cases. Table 3 provides data on variables used to match the two groups– gender, ethnicity, type of priors, type of offense and past history of aggression.

Table 3
Comparability of Intervention and Comparison Group Cases
Using the Variables Used to Match

Matching Variables	Intervention Group Cases	Comparison Group Cases	Significant Difference
• percent male	70.7%	75.6%	no difference
• percent minority	11.1%	26.7%	contingency coeff = $p < .01$
• mean number of priors	2.05	2.30	no difference
• percent more than three priors	12.1%	8.9%	no difference
• type of offense			contingency coeff.=.415 $p < .000$

• percent MMM	36.4%	22.2%	
• percent assault	11.1%	46.7%	
• percent theft	33.3%	7.8%	
• percent other offense	19.2%	23.3%	
• past history of known aggression	53.3%	50.5%	no difference

There was no difference between the Intervention and Comparison Cases on gender, mean number of priors, and past history of aggression. However the two groups were statistically different ($p < .01$) in terms of the proportion of minority youth (27% of Comparison Cases versus 11% of Intervention Cases). The two groups were also statistically different in terms of offense type ($p < .000$). There was higher proportion of assault charges (47% of Comparison Group Cases versus 11% of Intervention Group cases), and fewer malicious mischief (MMM) (22% versus 36% respectively) and theft charges (8% versus 33%, respectively).

Table 4 provides data showing comparability of the two groups of cases along other variables that characterize the two groups. The two groups of youth were different on a number of dimensions. The Intervention Group were slightly younger (mean age 14.4 versus 15.1 years for the Comparison Group $p < .01$). Additionally the comparison group youth were more likely to be living in a non-parental home ($p < .001$). There were no differences between the two groups in terms of school status and school performance. In summary, the Intervention and Comparison Group would appear to be comparable on most of the key variables that predict recidivism, with the exception of ethnicity, age and offense type (excluding violent offenses). The degree to which non-comparability on these variables would influence outcomes can not be determined.¹³

Table 4
Comparability of Intervention and Comparison Group Cases
On Other Independent Variables (non-matching variables)

	Intervention Cases (n=99)	Comparison Cases (n=90)	Significance
• mean age	14.4	15.1 years	$t=2.55, p < .01$
• living with parents at time of intake	91.9%	58.9%	Cont. coeff=.319 $p < .000$
• attending school at time of intake	67.7%	68.9%	no difference
• satisfactory school performance at intake	28.9%	32.3%	no difference
• harm to victim/community was identified	97.0%	84.5%	no difference

Restorative Justice and Other Service Provided

Table 5 provides data on the interventions/services that juvenile offender in the restorative justice program (the Intervention Group) received versus those services received by offenders under standard probation services (the Comparison Group). It is apparent that the two groups are greatly different, with the Comparison Group youth receiving many therapeutic services (e.g. personal counseling, anger management classes, educational supports/tutoring etc) while the Intervention Group was required to engage in a variety of actions of accountability and reparation to victims and the community.

The Intervention Group youth were required to undertake the following actions:

¹³ The Evaluation Researcher is unaware of research that indicates ethnicity, age and offense type (independent of offense history and aggression) is a critical factor related to recidivism outcome.

- 72% participated in victim offender mediation
- 58% wrote a letter of apology to their victim
- 13% completed some sort of personal service (e.g. cleaning up graffiti, repairing damage)
- 13% wrote an essay on what they had done and what they had learned from it

In addition, 52% of Intervention Group youth versus only 26% of the Comparison Group youth were ordered to pay restitution to victims (significant at $p < .01$).

Table 5
Comparison of Restorative Interventions/Services versus Standard Probation Services

	Intervention Cases (n=99)	Comparison Cases (n=90)
Standard Probationary Services		
• Ordered to Pay Restitution	49.7%	26.7%
• Talking to by Judge	23.2%	70.0%
• Anger Management workshop	9.1%	21.1%
• Personal Counseling	0%	36.7%
• Alcohol and Drug Counseling	0%	8.9%
• Youth Support Group	0%	10.0%
• Educational Supports/tutoring	1.0%	36.7%
• Vocational Training/Job Search	0.0%	13.3%
Restorative Justice Actions		
• Victim-Offender Mediation	71.7%	0%
• Letter of Apology to Victim	57.6%	0%
• Complete personal services to victim	13.1%	0%
• Attended Victim Impact Panel	1.0%	0%
• Written Essay	13.1%	0%
• Restitution Ordered	49.5%	26.7%

Completion of Juvenile Court Probationary Requirements

Table 6 provides data on various justice level outcomes. While the Comparison Group youth completed a greater mean number of community work services hours ($p < .05$), the Intervention Youth were more likely to be ordered to pay restitution. There was no significant difference in mean amount of restitution ordered, but there was a difference (although not significant) in ***mean amount of restitution paid*** (\$573 versus \$307, respectively). Of those ordered to pay restitution, 79% of Intervention Youth versus only 38% of Comparison Youth completely or mostly paid the full amount (significant $p < .001$).

Table 6
Completion of Standard Juvenile Probation Requirements

	Intervention Cases (n=99)	Comparison Cases (n=90)	Significance
• Mean Hours of Community Work Service Completed	11.86 hours	16.31 hours	$t = 2.03, p < .05$
• Ordered to Pay Restitution	49.5% (49 cases)	26.7% (24 cases)	Chi square=10.4, $p < .001$
• Completely or mostly paid restitution order	79.6%	37.5%	Chi square =12.6, $p < .000$

• Mean Restitution Amount Ordered	\$802.76	\$848.43	no difference
• Mean Restitution Amount Paid	\$572.28	\$307.82	no difference
• <i>Total sum of amount ordered</i>	\$39,335.30 (49 cases)	\$20,362.39 (24 cases)	
• <i>Total sum of amount paid</i>	\$28,042.09	\$7,387.62	
• <i>Difference</i>	\$11,293.21	\$12,974.77	

Re-offenses and Recidivism

A determination of recidivism for the Intervention and Comparison Group required standardizing the mean time at risk (in months) following “intake” for the both groups of youth. Using June 30, 2000 as a cut-off date, mean number of months (time at risk) for the Intervention Group was 16.5 months. Comparable time at risk for the Comparison Group was created by using June 1999 as the cut-off follow-up date. Mean number of months (time at risk) for the Comparison Group was calculated to be 16.9 months. Number of new offenses between intake and follow-up cut-off indicated a greater percentage of Comparison Group youth versus Intervention Group with a new offenses (49% versus 17%). Mean number of re-offenses for the Comparison Group youth (.93) was significantly higher than for the Intervention Group youth (.29). Both findings were significant at $p < .000$.

Table 7
Re-Offenses Committed by Intervention and Comparison Group Youth

	Intervention Group	Comparison Group	Significance
Mean Number of Months – Time at Risk to Re-offend (between intake and follow-up date)	16.5 months	16.9 months	no difference
Percent of Youth Who Re-Offended At Least Once	17.2% (17 cases)	48.9% (44 cases)	Chi-square=21.7, $p < .000$
Mean Number of Re-Offenses	.29	.93	$t=4.11$, $p < .000$

Conclusion

Results of the Restorative Justice Recidivism Study suggest that post-adjudicated probation youth who received restorative justice interventions were less likely to recidivate in a one-two year follow-up period (mean 16.5 months) than a comparable group of juvenile offenders on standard probation. The two groups of youth were substantially similar in terms of gender, prior history of offenses, past history of aggression, and school status and performance but different in terms of age and ethnicity. (The Comparison Group youth were slightly younger and more likely to be a minority youth than those in the Intervention Group). The Intervention Group youth received significantly different interventions/services than were received by the Comparison Group youth. They participated in victim-offender mediation, victim awareness classes, writing a letter of apology, writing an essay and performing personal services for victims they have harmed. The Comparison Group youth were likely to receive counseling, anger management, drug and alcohol treatment and educational supports.

Intervention Group youth were significantly more likely than the Comparison Group youth to be ordered to pay restitution ($p < .001$), and to mostly or completely pay their restitution orders ($p < .000$). Average amount paid was higher for the Intervention Group youth than for the Comparison Group youth.

Significantly fewer of the Intervention Group youth had new offenses during the follow-up period (17% versus 48%, $p<.000$). Mean number of new offenses was significantly less for the Intervention Group youth versus the Comparison Group youth (.29 versus .93, $p<.000$).

5.0 CONCLUSIONS AND NEXT DIRECTIONS

Meta-analysis of findings from each of the individual site evaluation studies, plus the results of the recidivism study, suggest that restorative interventions, implemented within a community and restorative justice system, has tremendous value: immediate benefit to victims of crime and to the community as well as benefit in terms of changes in offender attitudes and behavior. Juvenile offenders seem to acquire a greater understanding of the harm they have done, to acquire feelings of empathy towards the people or organizations they have harmed, and to be less likely to engage in future delinquent and criminal behavior. These results are consistent with the literature that shows that offenders and victims derive satisfaction and benefit from participation in such restorative activities as victim offender mediation.

However while data indicates that these restorative interventions have benefited the individuals who have participated in them, all of the programs struggled with “*getting offenders and victims to consider using these options.*” All the programs operating in these five counties struggled with resistance from various sectors of the justice system including judges, prosecuting attorneys, defense attorneys, probation officers etc. In some counties resistance came from the victims rights advocates, who felt restorative programs such as victim offender mediation might disadvantage their clients. In other counties, private defense attorneys and public defenders resisted restorative interventions as creating harsher sanctions than the standard sentence of community work service.

Some of the barriers to community and restorative justice were as follows:

- ◆ A fear of change even if a system was not working well.
- ◆ A defense legal system that discouraged youth from accepting responsibility for their crimes and wrong-doings.
- ◆ Parents who were often in denial and/or fearful of being blamed for the behaviors of their child; thus they aid and abet the youth in a defense of non-accountability.
- ◆ A passive community that feels helpless and uninvolved, yet preferring to give up responsibility to the court so that somebody else can fix the problem.
- ◆ Angry victims of crime who want retribution for the person who did them harm and are fearful of being re-victimized.
- ◆ Community residents who are ignorant and/or prejudicial toward those youth who come from poor, minority, or at-risk living environments; thus responding with fear, judgment and rejection towards those at-risk youth who most need positive support, positive opportunities and competency development resources.

Thus it is often the case that the citizenry of a community are not ready for restorative justice, especially a populace that is strongly in favor of punishment and incarceration. For a community and a justice system to successfully implement they need to be “ready”, with “believers” and “leaders” willing to develop the programmatic resources and to advocate for changes in the policies, procedures and practices of the justice system. For example judges, prosecutors and defense attorneys must be accepting and encouraging of victims in the courtroom. Judges must be willing to consider the restitution agreements that arise out of mediation. Probation officers must be willing to find meaningful community service work for probationers that restores the harm they have done and rebuilds relationships between the juvenile and the adult community (e.g. repairing a damaged golf course, repainting a grafittied wall with a beautiful mural.)

We have limited knowledge on how to develop a “ready” community and justice system willing to change how it deals with juvenile offenders. While Clark County was successful in building a community base and developing partnerships between Juvenile Services, the Judiciary and the

Prosecutor's Office committed to restorative justice, their strategy for doing so would not necessarily be successful in other communities, given the socio-political character of a different community. Not only is more information needed on how Clark County developed the "readiness" to implement community and restorative justice but more needs to be learned from other communities that have successfully implemented a comprehensive and systemic community justice system.

Many other questions abound about how to implement an effective community and restorative justice initiative.

1. Most evaluation reports on victim-offender mediation indicate that 40-60% of referred offenders and/or victims decline to participate in mediation. There is a lack of understanding of why offenders or victims refuse the opportunity to engage in mediation. Also there is a lack of research on who and what type of cases are most appropriate to be referred to mediation.
2. There is insufficient number of methodologically sound research studies on the impact of mediation and family conferencing on behavioral and attitudinal youth outcomes; i.e. what changes in the youth's behavior and attitudes toward the victim, toward their community and in regards to ongoing acting-out and delinquent behavior (recidivism).
3. There is little information available on what happens, changes or transforms (in attitudes, knowledge and overall well-being) for victims to participate in restorative justice practices, nor for offenders who participate in restorative justice practices. Why is it that the process is seen as "satisfactory", as "fair", as changing how victims see the youth and how youth see the adults they have harmed, and as leading to better psychological adjustment?
4. Few systemic evaluation studies exist, to look at the impact of a comprehensive integrated community justice model – thus we don't know what outcomes or impacts are accomplished nor do we know what is the critical mass nor type of restorative practices that are necessary to achieve significant impact on a community – in terms of rates of crime and delinquency, experiences of victimization, and alienation or anger towards its at-risk youth.

Finally, most importantly, there is a lack of theory on why restorative justice practices versus a traditional punitive justice response should have a different impact on youth behaviors and attitudes? Without a strongly articulated theory underlying restorative interventions, it is difficult to develop new practices nor convince others why it should be adopted.

Evaluation serves an important role in addressing many of the barriers to community and restorative justice, and to providing the evidence that champions the value of restorative justice to communities and to the justice system. Evaluation can serve the follow goals:

- 1) To learn how to better develop and implement these programs, as well as how to develop and implement a comprehensive and integrated system of justice.
- 2) To facilitate the growth and increased readiness of all sectors of the community, to accept and endorse a system of restorative justice benefits the whole community, not just an offender or even just a victim. When a community learns that restorative justice makes a difference to many people – to victims of crime, to the offenders, and to themselves – they learn to care for one another, to adopt an attitude of collective responsibility towards their youth and towards those persons (the poor and the elderly) most frequently victimized by crime. Communities learn to care about each other when they feel empowered and believe that things can be better for everyone. Otherwise people learn to just be survivors, taking care only of themselves (i.e. having gates around their neighborhood, security systems in the house, and refusing to allow their child to play with an undesirable child.)

- 3) To convince legislatures and the voting public that community and restorative justice is a better way to administer the justice system – less costly, more humane, and reduces crime.
- 4) To convince funders that restorative practices are effective and worth funding.
- 5) To provide recognition for the advocates and practitioners of community and restorative justice that these programs make a difference to the victims involved in them, the offenders and the community at large.
- 6) To provide information on what works and doesn't work so as to guide the development and implementation of effective practices.

In conclusion, cross-site evaluation study findings show that not only have restorative interventions had tremendous value and immediate benefit to both juvenile offenders and victims, they have appeared to impact and reduce reoffense rates for these youth. While the study also has shown that it is a challenge and oftentimes difficult to develop a comprehensive community justice system within a county, there has been considerable progress made over the past two to three years among the six restorative justice projects within the five counties—both in terms of developing the organizational capacity to implement policies, procedures and practices that are restorative; and in terms of accomplishments and outcomes. The successes of these restorative justice projects, and the implementation of a fully comprehensive and integrated community justice model within two counties, are notable accomplishments. Hence, it is recommended, and should be considered, that restorative justice interventions and programs be considered for replication in other areas of our state – communities that have demonstrated a strong willingness and interest in developed a collaborative community-based and restorative response to problems of juvenile delinquency and crime.

ATTACHMENT A

SUMMARY MATRIX OF ACCOMPLISHMENTS AND OUTCOMES FOR SIX COMMUNITY AND RESTORATIVE JUSTICE PROJECTS

SUMMARY MATRIX OF FINDINGS ON ACCOMPLISHMENTS AND OUTCOMES
CROSS-SITE EVALUATION OF
WASHINGTON STATE COMMUNITY JUSTICE PROJECTS
(July 1998-June 2001)

I. FIDELITY OF MODEL AND ORGANIZATIONAL CAPACITIES

	VISION AND GOALS	Collaboration Between Community & Justice System	Systemic Strategy (i.e. holistic framing)	Range of CJ Practices & Procedures	Human & Technical Resources	Monitoring Evaluation Capability
CLARK COUNTY Two Years of Operation (July 1999- June 2001)	<ul style="list-style-type: none"> • Written statements of County-wide CJ vision and goals • Project goals verbalized consistently by all partners • Written strategic plan for the whole County • Strong Leadership – Juvenile Court Services Administrator and the Director of Community Mediation Services 	Partnership between Clark County Juvenile Services (Probation & Diversion), Community Mediation Center, Vancouver Police Services, Clark County Community and Housing Services, Vancouver School District, Clark County Youth Commission, N.E. Hazel Dell Neighborhood Association	SYSTEMIC STRATEGY – All components Are conceptualized in a CJ manner	MULTIPLE AND BROAD <ul style="list-style-type: none"> • Victim offender mediation in community; • Victim awareness classes • restorative community service for probationers • community education 	YES – CONSIDERABLE <ul style="list-style-type: none"> • Project Coordinator (10 years of experience in VOM) • Mediator Coordinator (4 years volunteer experience) • VOM Assistant (1 yr experience) • Restorative Justice Community Resource Coordinator (20 yrs experience) • I.C.E. Coordinator (9 yrs experience) • 19 trained volunteer mediators 	YES

	VISION AND GOALS	Collaboration Between Community & Justice System	Systemic Strategy (i.e. holistic framing)	Range of CJ Practices & Procedures	Human & Technical Resources	Monitoring Evaluation Capability
KING COUNTY Two Years of Operation (July 1999- June 2001))	<ul style="list-style-type: none"> No clear written statements of county CJ goals and objectives Uncertain support from some members of Steering Committee for project goals and objectives No clear strategic plan for the whole County No clear leadership 	<p>Partnership between King County Juvenile Services and Victim Advocacy interest groups</p> <p>Steering Committee has representatives from various juvenile court departments, and victim advocacy groups</p>	NOT SYSTEMIC – primary focus is on victims with some attention to juvenile offenders; no educational component	<p>NOT CLEAR OR ARE INCONSISTENT</p> <ul style="list-style-type: none"> Criteria of who needs victim follow-up calls is unclear Criteria and mechanism to refer cases to mediation are not established (currently too restriction) 	<p>NOT ADEQUATE</p> <ul style="list-style-type: none"> One project coordinator Contracted mediator 11 volunteers for victim outreach work 	YES
KITSAP COUNTY Three Years of Operation (July 1998- June 2001	<ul style="list-style-type: none"> Written statements of County-wide CJ vision and goals Project goals verbalized consistently by all partners No written strategic plan for the whole County Leadership provided through the Community Justice Action Planning Committee 	<p>Partnership between Kitsap County Juvenile Court Services, Dispute Resolution Center, and Kitsap Community Resources</p> <p>Partners and other stakeholders form the CJ Action Planning Committee</p>	<p>MANY STRATEGIES BUT NOT INTEGRATED</p> <p>Little services to victims</p>	<p>YES – MANY</p> <ul style="list-style-type: none"> Referral procedures established Unclear reporting & feedback procedures VOM mediator do not communicate regularly with POs 	<p>YES – ADEQUATE</p> <ul style="list-style-type: none"> Project Coordinator Mediator CJ Probation Case Manager Volunteer Mediators 	YES

	VISION AND GOALS	Collaboration Between Community & Justice System	Systemic Strategy (i.e. holistic framing)	Range of CJ Practices & Procedures	Human & Technical Resources	Monitoring Evaluation Capability
SPOKANE COUNTY Three Years of Operations (July 1998- June 2001	<ul style="list-style-type: none"> • Written statements of county-wide vision and goals for community justice (available in power point presentation) • No clear plan or strategy for the whole county • Leadership provided through Community justice Committee 	<p>Partnership includes Inland Mediation Center, Spokane Juvenile Court Services (Administrator, Diversion Supervisor) Juvenile Prosecuting Attorney, Public Defender, Victim's Advocate, District 81 Schools and ESD 101 Schools.</p> <p>Partners and other stakeholders form the Community justice Committee</p>	<p>NO –MANY STRATEGIES BUT NOT INTEGRATED</p> <p>Restorative services of project are not integrated with those provided through the juvenile services department</p>	<p>YES – SOME</p> <ul style="list-style-type: none"> • VOMP • Referral procedures established • Unclear reporting & feedback procedures but discussions happening to improve • VOM mediator s communicate with PO; 	<p>SOMEWHAT ADEQUATE</p> <ul style="list-style-type: none"> • Project coordinator (part time) • Mediator • 20 volunteer mediators 	YES
WHATCOM COUNTY Three Years of Operation (July 1998- June 2001))	<ul style="list-style-type: none"> • Written statements of County-wide CJ vision and goals • Project goals verbalized consistently by all partners • No written strategic plan for the county • Strong Leadership – Juvenile Court Services Administrator and the Director of Dispute Resolution Center 	Partnership between Whatcom County Juvenile Court Services and Dispute Resolution Center	SYSTEMIC STRATEGY – All components are conceptualized in a CJ manner	<p>YES – MANY</p> <ul style="list-style-type: none"> • Victim services during hearings • Referral protocols between agencies • VOM mediator communicates with POs 	<p>YES-ADEQUATE</p> <ul style="list-style-type: none"> • Victim Services Coordinator • Victim Services Assistant • Project Coordinator • 3 paid mediators on contract basis 	YES

II. TYPE OF SERVICES/ACTIVITIES

	Education/Involvement of Community	Education/Reform within Justice System	Offender Accountability	Victim Restorative Support/Services	Offender Competency	Prevention of Conflict/Crime
CLARK COUNTY Two Years of Operation (July 1999-June 2001)	<ul style="list-style-type: none"> • Development of information publications <ul style="list-style-type: none"> • <i>What is Restorative Justice</i> • <i>Restorative Community Service</i> • <i>Victim Offender Mediation</i> • <i>ICE Class</i> • <i>Working Together to Create Better Neighborhoods</i> • Information presentations on CJ to community agencies, schools, neighborhood groups and service clubs • Second level presentations by these organizations to their membership • Training of community volunteers to become mediators 	<ul style="list-style-type: none"> • Information presentations to all probation officers, diversion staff, correctional officers, juvenile court judges, city police, county sheriffs. • Training on how to identify appropriate cases for VOM 	<ul style="list-style-type: none"> • Victim Offender Mediation • Offender awareness of victim needs in I.C.E. classes • Victim Impact Panels • Community Accountability Boards 	<ul style="list-style-type: none"> • Victim-Offender Mediation • Restitution 	<ul style="list-style-type: none"> • Risk assessment and strength-based case mgmt • Problem solving skills through I.C.E. classes • Restorative Community Service (e.g. habitat for humanity, community garden) • Mental health/juvenile justice project • Community resource mentoring • Truancy Class 	not a specific goal of this project

	Education/Involvement of Community	Education/Reform within Justice System	Offender Accountability	Victim Restorative Support/Services	Offender Competency	Prevention of Conflict/Crime
KING COUNTY Two Years of Operations (July 1999-June 2001)	<ul style="list-style-type: none"> Information presentations to stakeholder representatives of victim advocacy groups 	<ul style="list-style-type: none"> Information presentations to representatives of juvenile court – juvenile court judges, prosecuting attorneys, victim assistance unit, Diversion Two day workshop on Restorative Justice by Dennis Malney to Steering Committee and other justice system stakeholders 	<ul style="list-style-type: none"> Victim Offender Mediation for offenders Victim Impact Panels 	<ul style="list-style-type: none"> Outreach services to post-disposition victims in community victim impact statements Participation on a victim impact panel Victim-Offender Mediation 	Not a Goal	Not a Goal
KITSAP COUNTY Three Years of Operations (July 1998-June 2001)	<ul style="list-style-type: none"> development of information publications presentations on CJ principles to community agencies, civic groups, and faith organizations presentations on CJ principles to school officials training of volunteer mediators 	<ul style="list-style-type: none"> Information presentations to all probation officers, diversion staff, correctional officers, juvenile court judges, city police, county sheriffs. Informal assistance to POs on how to identify appropriate cases for VOM 	<ul style="list-style-type: none"> CJ Probation Case Management Program Victim Offender Mediation Merchant Accountability Board 	<ul style="list-style-type: none"> Victim Offender Mediation 	<ul style="list-style-type: none"> R.O.A.D. to Work Vocational Readiness Training Program 	Not in goal

	Education/Involvement of Community	Education/Reform within Justice System	Offender Accountability	Victim Restorative Support/Services	Offender Competency	Prevention of Conflict/Crime
SPOKANE COUNTY Three Years of Operations (July 1998-June 2001)	<ul style="list-style-type: none"> • Development of information publications • Presentations on CJ principles to community agencies, civic groups, school personnel • Training of volunteer mediators 	<ul style="list-style-type: none"> • monthly meetings with juvenile court administrators, prosecuting attorney and diversion manager. • information dialogue between mediator and POs regarding cases 	<ul style="list-style-type: none"> • victim-offender mediation 	<ul style="list-style-type: none"> • victim offender Mediation 	None	<ul style="list-style-type: none"> • conflict resolution training in schools
WHATCOM COUNTY Three Years of Operations (July 1998-June 2001)	<ul style="list-style-type: none"> • development of information publications • presentations on CJ principles to community agencies, civic groups, business leaders and owners • presentations to neighborhood watch captains • presentations on CJ principles to school officials 	<ul style="list-style-type: none"> • Information presentations to all probation officers, diversion staff, correctional officers, juvenile court judges, city police, county sheriffs. • Informal assistance to POs on how to identify appropriate cases for VOM 	<ul style="list-style-type: none"> • Victim-Offender Mediation • Conflict Handling Classes • Victim Impact Panel 	<ul style="list-style-type: none"> • Outreach to victims • Victim impact statements • Participation on a victim impact panel • Victim-Offender Mediation 	<ul style="list-style-type: none"> • Conflict Resolution & communication skills training workshops 	<ul style="list-style-type: none"> • conflict resolution classes in schools • peer mediation training in schools

III. IMMEDIATE OUTCOMES AND ACCOMPLISHMENTS

	Education/Involvement of Community	Education/Reform within Justice System	Offender Accountability	Victim Restorative Support/Services	Offender Competency	Prevention of Conflict/Crime
CLARK COUNTY Two Years of Operations (July 1999-June 2001))	1 st year 1999-2000 <ul style="list-style-type: none"> information presented to 80 organizations and 999 individuals 22 volunteer mediators active this year 2 nd Year 2000 01 <ul style="list-style-type: none"> information presented to 94 organization and 984 individuals 19 volunteer mediators active this year training at 42 community placement sites for volunteers who work with juvenile offenders in community service projects 	<ul style="list-style-type: none"> presentations and informal dialogue with every PO and justice system provider in Clark County 	1 st Year 1999-2000 <ul style="list-style-type: none"> Offenders completed 238 hours of community work service (93% of amount ordered) 85 offenders referred to mediation; 31 participated in VOM and 13 participated in a restorative alternative 2 nd Year 2000-2001 <ul style="list-style-type: none"> 195 offenders referred to mediation; 80 participated in VOM and 30 participated in a restorative option among VOM cases, 98% completed CWS and 93% paid restitution 	1 st year 1999-2000 <ul style="list-style-type: none"> 31 victims participated in VOM victims received a total of \$3101.96 in restitution (96% of total agreed upon amount) 2 nd Year 2000-01 <ul style="list-style-type: none"> 80 victims participated in VOM (93% of these victims received total agreed upon in amount of restitution 	2000-2001 <ul style="list-style-type: none"> 149 youth referred to I.C.E. ; 98% completed 	Not Relevant (Not a Goal)
KING COUNTY Two Years of Operations (July 1999-June 2001)	Not relevant (not a goal)	<ul style="list-style-type: none"> Monthly participation on steering committee by juvenile court administrator, diversion supervisor, prosecuting attorney and juvenile court judge 	1 st Year 1999-2000 <ul style="list-style-type: none"> 15 offenders attended victim impact panel 8 cases referred to VOM; 4 participated in mediaiton 2 nd Year 2000-01 <ul style="list-style-type: none"> 85 offenders attended victim impact panels 0 cases referred to mediation; 4 pending 	1 st year 1999-2000 <ul style="list-style-type: none"> 50 victims received outreach services 4 victims participate in victim-offender mediation 2 nd Year 2000-2001 <ul style="list-style-type: none"> 152 victims received outreach services 0 victims referred to mediation 	Not Relevant (not a goal)	Not Relevant (Not a Goal)

	Education/Involvement of Community	Education/Reform within Justice System	Offender Accountability	Victim Restorative Support/Services	Offender Competency	Prevention of Conflict/Crime
KITSAP COUNTY Three Years of Operation (July 1998-June 2001)	<ul style="list-style-type: none"> presentations on CJ principles made to administration at 7 elementary and junior high schools in the Kitsap and Bremerton School District presentation to five civic organizations in FY 1999 and 1 civic group in FY 2000 100 merchants trained on CJ principles and being member of Merchant Accountability Board; 38 active board members on 10 boards 	<ul style="list-style-type: none"> presentations on CJ principles to PO and Diversion officers 	<ul style="list-style-type: none"> 53 cases on CJ caseload (6 closed in year 2 and 47 closed in year 3) at least 153 diversion youth attended merchant accountability board 176 youth referred to Victim Offender Mediation (99 in 99/00 and 77 in 00/01) ; 38 youth engaged in active mediation (24 in 99/01 and 14 in 00/01) 	176 referrals; 38 victims participated in mediation over the two year period (July 99-June 01)	56 offenders referred for vocational training and employment preparation (28 in 99/00 and 28 in 00/01); 20 completed workshop; 11 started a job placement; 5 maintained employment; 2 are still employed a year later	Not Relevant (Not A Goal)

	Education/Involvement of Community	Education/Reform within Justice System	Offender Accountability	Victim Restorative Support/Services	Offender Competency	Prevention of Conflict/Crime
SPOKANE COUNTY Three Years of Operation (July 1998- June 2001)	Year Two: <ul style="list-style-type: none"> information on conflict resolution and CJ presented to approx. 42 school personnel , school social workers, and teachers 124 agency personnel from local school districts, police, NAACP, Center for Justice, The Chase Youth Project, Sexual Assault Center, the NATIVE project, Alternatives to Violence and local universities attended day-long form training by Dennis Maloney March 10/00 on community justice 22 volunteers trained first year and 9 new volunteers trained in second year – total 31 volunteers Year Three: Not reported	<ul style="list-style-type: none"> Juvenile court Administrator, Juvenile Prosecuting Attorney and Diversion Supervisor regularly attend CJ Committee meeting at least once a month During second year, meeting of 50 members of Juvenile Court, called by juvenile court judge, to increase awareness of VOM and promote referrals 	Year One: <ul style="list-style-type: none"> 110 referrals; 30 offenders participated in VOM Year Two: <ul style="list-style-type: none"> 69 court referrals and 37 school referrals; 36 offenders participated in VOM Year Three: <ul style="list-style-type: none"> 185 court referrals and 17 school referrals; 43 offenders participate in VOM and 36 alternative restorative actions Total Served: 381 offenders referred; 145 participated in VOM or other restorative action	Year One: <ul style="list-style-type: none"> 110 referrals; 30 victims participated in 1-1 VOM mediation, 6-10 individuals participated in three community mediations Year Two: <ul style="list-style-type: none"> 69 referrals; 36 victims participated in VOM Year Three: <ul style="list-style-type: none"> 185 victims referred; 35 participated in mediation Total Served: 364 victims; 101 participated in mediation	Not Relevant (Not a Goal)	Year One: <ul style="list-style-type: none"> 20 classes in conflict resolution 9 school peer-to- peer mediations 180 students attended safe school for youth conference Oct '8 Year Two: <ul style="list-style-type: none"> 22 students attended peer mediation training Year Three: <ul style="list-style-type: none"> 13 students attended conflict resolution classes

	Education/Involvement of Community	Education/Reform within Justice System	Offender Accountability	Victim Restorative Support/Services	Offender Competency	Prevention of Conflict/Crime
WHATCOM COUNTY Three Years of Operations (July 1998-June 2001)	<ul style="list-style-type: none"> 1024 individuals (417 in year two and 607 in year three) from civic groups, agencies and neighborhood associations were reached through presentations and training events on CJ principles 116 parents and 29 school personnel attended Family Night Out Events in year two that included session on CJ principles and handling conflicts 97 community residents and parents in year three attended Block Watch meetings and other public presentations on RJ contact made with 600 business people (517 in year two and 83 in year three) – providing information on community justice in year three, presentations on dealing with conflict made to 73 parents at 4 schools and three shelters who were experiencing stress and conflict in their lives, 	<ul style="list-style-type: none"> 40 participants representative of justice system and substance abuse providers, attended workshop on Strength based and Motivational Interviewing, held Sept 2000 	<p>1st Year:</p> <ul style="list-style-type: none"> 4 youth participated in victim offender mediation 23 offenders attended victim impact panel <p>2nd Year:</p> <ul style="list-style-type: none"> 13 youth participated in mediation 169 offenders attended victim impact panels <p>3rd Year</p> <ul style="list-style-type: none"> 48 youth referred to mediation; 20 attended mediation 210 youth attended victim impact panels <p>Total Youth Served:</p> <ul style="list-style-type: none"> 37 participated in mediation 402 youth attended victim impact panels <p>Over three years, 448 offenders were ordered to pay restitution</p>	<p>All Three Years: :</p> <ul style="list-style-type: none"> victim impact letters sent out to 1381 victims in 1249 juvenile cases involving a known victim 301 victims responded with a victim impact statement 267 victims received court advocacy services 25 victims received letters of apology \$1,142,690 dollars of restitution claimed by victims , of which \$393,228 was ordered to be paid by the offender 448 victims to receive restitution (of 2704 victims impacted by crime) 	182 detention and probation youth (137 in year two and 45 in year three) attended conflict handling class (four sessions over a month)	<ul style="list-style-type: none"> 316 youth leaders (86 in year two and 130 in year three) received training on peer mediation and conflict handling during year two, 441 high school students attended classes on conflict handling, communication and diversity awareness

IV. OUTCOMES/CHANGES/BENEFITS ACHIEVED

	Education/Involvement of Community	Education/Reform within Justice System	Offender Accountability	Victim Restorative Support/Services	Offender Competency	Prevention of Conflict/Crime
CLARK COUNTY Two Years of Operations (July 1999-June 2001)	<ul style="list-style-type: none"> Increased understanding of the principles of community justice Neighborhood groups report making use of CJ principles to deal with neighborhood youth problems School district considering how they can utilize the CJ principles and practices to deal with conflict in the school 	<ul style="list-style-type: none"> POs report having new skills to deal with victims (better listener) POs report having changed attitudes towards how to deal with juvenile offenders – willing to use alternatives 8 probation counselors in focus group indicated understanding and support for the CJ principles. As a result they felt they now spent less time dealing with victims and more time (but productive time) dealing with offenders Law enforcement report utilizing CJ principles in their community-oriented policing approach with the community 	68 Offenders participating in mediation report benefits (in a survey) as follows: <ul style="list-style-type: none"> 93% said they were prepared for the mediation 84% said they did not feel pressured to participate in VOM 68% wanted to tell the victim what happened 60% wanted to pay back the victim 85% wanted to make an apology 95% said they better understood the impact of their offense on the victim 79% felt the mediation was useful 92% felt the mediation agreement was fair 95% would recommend mediation to other youth 	55 victims participating in mediation in 00-01 report benefits as follows: <ul style="list-style-type: none"> 86% said they were “prepared” for the mediation 87% felt no pressure to participate in VOM 64% were very satisfied with the mediation agreement 98% felt the offender better understands the impact of their actions on the victim 71% of victims felt it was very useful to meet the offender 87% received an apology 98% felt the mediation agreement was fair 98% would recommend mediation to others 	Of 149 youth referred to the ICE class; <ul style="list-style-type: none"> 98 (66%) completed Of 92 youth who completed a satisfaction survey: <ul style="list-style-type: none"> 77% of youth at post test versus only 45% at pre test felt their offense had hurt someone 87% at post test wanted to make things rights in contrast to only 68% at pre test Youth with 1-2 priors had more positive attitude changes than youth with no priors and youth with many priors 	Not Relevant (Not a Goal)

	Education/Involvement of Community	Education/Reform within Justice System	Offender Accountability	Victim Restorative Support/Services	Offender Competency	Prevention of Conflict/Crime
KING COUNTY Two Years of Operations (July 1999-June 2001)	No information	<p>9 stakeholders from Steering Committee completed a survey in the first year. They indicated:</p> <ul style="list-style-type: none"> • The community should have a voice in preventing crime • Offenders should be required to make amends to the victim • Support CWS & other alternatives to incarceration, as well as help and rehabilitation to become productive. • Victims need to have info on cause of aggression; info on the justice system, how to handle conflict and how to talk to youth without getting into an argument • Offenders need to acknowledge impact of their crime, compensate victims, participate in vocational skill dev. & employment programs, receive conflict handling training, develop literacy skills 	<p>85 offenders who attended victim impact panels (VIP) were surveyed on their attitudes toward their crime. There was significant change in attitudes (compared with a control group of youth) in terms of recognizing that “property crime is serious” and “property crime causes feelings of harm for the victim”.</p> <p>VIP youth were more inclined (than the 100 control group youth) to complete community service hours (95% versus 84%) and more likely to pay their restitution order (74% versus 61%). Also fewer VIP youth compared with the control group youth re-offended (11% versus 15%).</p>	<p>61 victims (27 in 99/00 and 34 00/01) who received outreach services reported the following:</p> <ul style="list-style-type: none"> • Outreach was helpful in fostering a positive attitude toward the juvenile justice system • They wanted more timely restitution • There was satisfaction with the fact that the offender was caught 	Not Relevant (Not a Goal)	Not Relevant (Not a Goal)

	Education/Involvement of Community	Education/Reform within Justice System	Offender Accountability	Victim Restorative Support/Services	Offender Competency	Prevention of Conflict/Crime
KITSAP COUNTY Three Years of Operations (July 1998-June 2001))	In May 2000, 380 community residents completed community survey (two-thirds are faith community members). They said: <ul style="list-style-type: none"> • Youth crime and conflict is a significant issue in the county • Youth who commit crime should make amends • Are supportive of restorative or rehabilitative actions to deal with youth • Believe community can make a difference in dealing with crime • Believe youth should have serious consequences and punishment • Half of the respondents think detention and jails help keep youth off the streets; • Are not well informed about the community justice programs in the county 	Interviews with 10 key justice stakeholders <ul style="list-style-type: none"> • Knowledgeable about community justice principles • Very supportive of programs • Felt programs were beneficial to victims and offenders although do not feel one can say there has been a reduction in crime 	Lack of information for both youth in mediation and youth attending merchant accountability board Of 53 youth in RJ probation caseload all completed community work service hours, paid restitution and only one youth had a new offense	Lack of information for victims who have participated in mediation	Of 20 youth who completed R.O.A.D to Work vocational training program in 2000 and 2001, 5 (25%) were placed in ongoing employment – 2 remained employed a year later	Lack of information

	Education/Involvement of Community	Education/Reform within Justice System	Offender Accountability	Victim Restorative Support/Services	Offender Competency	Prevention of Conflict/Crime
SPOKANE COUNTY Three Years of Operations (July 1998-June 2001)	25 community social service and justice agency stakeholders completed a survey in FY 1999/00 showing <ul style="list-style-type: none"> • desire to be involved in helping youth be delinquency free • supported community work service programs and other alternatives • believed victims needed to be heard, get restitution and a voice in decisions • had ideas on how businesses, schools, social service agencies could better deal with juveniles to prevent crime, make them accountability and increase youth competencies 	25 probation officers completed a survey showing they: <ul style="list-style-type: none"> • had good understanding of the juvenile justice process • willing to make a difference to prevent crime • saw family strengthening in the home as the first step to preventing juvenile crime • thought all youth should make amends to victims • thought youth should face victim and make apology • thought there should be serious consequences for juvenile offenders Senior administrator and managers in juvenile services are strongly in support of CJ principles. In focus group interview (10 participants) they indicated: <ul style="list-style-type: none"> • understand the CJ principles • were satisfied with the VOMP as a critical part of the juvenile justice system 	Of 88 offenders who have completed the post mediation survey over the past three years (15 in year one, 24 in year two and 49 in year three) , more than 85% - 100% indicated: <ul style="list-style-type: none"> • felt the mediation session was fair and was able to express him/herself • satisfaction with meeting the victim • very positive attitudes about the victim • had a desire to repay the victim • had a desire to tell the victim what happened • they made an apology to the victim • worked out a restitution agreement • felt the restitution agreement was fair Recidivism was slightly lower for a sample of 36 youth who were in mediation versus 82 comparison group (47% versus 50%)	88 victims completed the post mediation survey over the past three years (15 in year one, 24 in year two and 49 in year three), <ul style="list-style-type: none"> • more than 95% felt it was helpful to meet the offender; • 92% felt very positive about the mediation session; • 95% felt was important to tell the offender how the crime had affected them; • 85% had a positive attitude toward the offender, • 94% were not afraid they would be re-victimized • 75% felt it was important to be compensated for losses through some sort of restitution • 98% thought the restitution agreed upon was fair • 92% said they would mediate again 	Not a Goal	61 students (with disciplinary problems), who attended the conflict resolution classes, completed survey saying: <ul style="list-style-type: none"> • 75% felt they had received new skills & information that would help them relating to families, school and community Follow-up on 50 students indicated: <ul style="list-style-type: none"> • 82% were in school at the end of the year • 37% had no further disciplinary problems • 56% were maintaining regular school attendance

	Education/Involvement of Community	Education/Reform within Justice System	Offender Accountability	Victim Restorative Support/Services	Offender Competency	Prevention of Conflict/Crime
WHATCOM COUNTY Three Years of Operation (July 1998-June 2001)	116 parents at a Family Night Out event reported in a survey that <ul style="list-style-type: none"> appreciated the presence of DARE police officers learned about conflict handling strategies 	40 justice system and substance abuse participants in Strength-Based Assessment Workshop completed survey indicated they: <ul style="list-style-type: none"> found the information useful that they use (or will use) the CJ principles in their work with juveniles 40 respondents to CJ survey reported: <ul style="list-style-type: none"> they were willing to get involved in their community to solve juvenile crime they felt that youth who committed crimes needed to have serious consequences and needed to make amends to the victim nearly all supported use of detention and jail nearly all supported use of CWS & alternative programs strongly recommended competency development programs for offenders felt victims of crime needed info on what cause youth aggression, info on the justice system, training on how to handle conflict situations & how to talk to youth 	374 youth attending victim impact panels report <ul style="list-style-type: none"> most indicated they learned a lot about how victims feel most indicated they learned what the consequences were for committing a crime and vowed not to make the same mistake many expressed feelings of remorse or sadness for how they had harmed someone else 	Six month follow up survey with 22 victims who had received court advocacy services indicated: <ul style="list-style-type: none"> they very satisfied with the services and support they received all felt they had been treated respectfully 68% were provided information about victim services all were given information on their rights as a victim all but one were notified of hearing dates and their right to appear. All were given information and help if they needed to make a restitution claim Nearly half said they were awarded restitution but were having difficulty with receiving payment 	56 offenders (25 in year two and 31 in year three) in conflict handling workshop report they learned how to control their anger, how to use words to find peaceful solutions, how to solve problems without getting mad, how to calm down when stressed out.	A majority of students attending peer mediation and conflict handling classes report learning new skills and ways to deal with conflict

